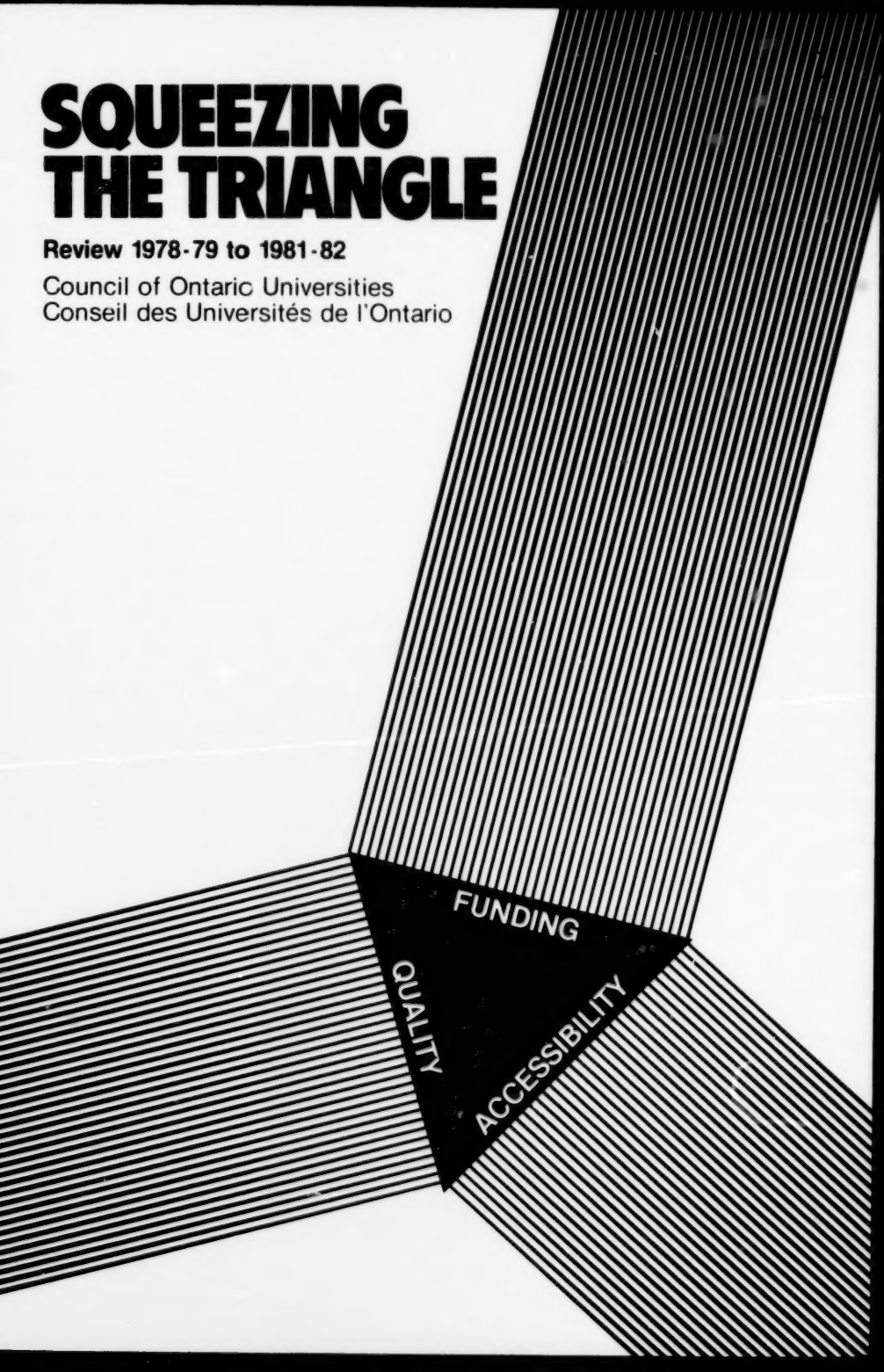
SQUEEZING THE TRIANGLE

Review 1978-79 to 1981-82

Council of Ontaric Universities
Conseil des Universités de l'Ontario



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Chapter 1

Accelerating Down the Slippery Slope

The past four years have been marked by a continuing drift of the Ontario universities closer to the shoals of serious financial difficulties. As inflation tightened its grip on the economy and government grants failed with depressing regularity to meet the annual costs of inflation, the universities of the province were increasingly forced to do more with less. The result was a deepening crisis for the universities which eventually produced action aimed at forcing the government to face the realities of the steadily deteriorating situation.

The brief historical review in this chapter looks at the major developments during the period 1978-79 to 1981-82 in the two key areas of finance and enrolment. Academic planning is reviewed in Chapter 2. Chapter 3 reports on cooperative activities sponsored by COU. Chapter 4 reviews the pressures on the structure of the Ontario university system. Chapter 5, the final chapter, deals with the establishment in the Fall of 1980 of a special governmental committee to examine the future of the universities in the decade of the 80s, and the outcome of the work of this committee.

The Worsening Financial Environment

The four-year period covered by this review was dominated by one concern - the future health of the Ontario university system, as the universities continued to grapple with severe financial constraints. The gap between expenditure needs and actual revenues continued to widen as underfunding became chronic. Although the overall size and scope of university operations remained stable, with the institutions struggling to make the necessary internal adjustments to meet changed student preferences and new requirements for academic programmes and research, the baleful effects of endemic inflation not matched by increases in revenue were increasingly felt. In each of the years under review, increases in government grants failed to match increased costs by a substantial margin. The results of this continuing shortfall in revenue relative to requirements were graphically captured by the 1979 report of the governmental advisory body, the Ontario Council on University Affairs (OCUA), which analyzed the financial situation of the Ontario university system under the evocative title - *System on the Brink*.

As early as 1975, in deference to economic realities, OCUA had modified the objectives for Ontario's universities in its advice to government. The previous aim of improving existing levels of service was discarded as impractical; substituted for it was the objective of maintaining financial viability in the system. The ability to

meet even this objective was seriously strained, however, when funding for 1978-79 fell significantly short of what OCUA had recommended, a pattern which has continued ever since.

The annual OCUA recommendations on system funding are based on a model which takes account of inflation, productivity and enrolment variation. COU and OCUA agree on the general validity of the model as a means of measuring university financial requirements. They occasionally differ, however, on some of the factors which are put into the model. COU recalculates annually its own previous advice and that of OCUA on the basis of current information. The results are then compared to the government's provision of operating funds to the universities. In 1978, using OCUA assumptions, the shortfall was estimated at $15 million. According to the calculations of COU, the shortfall amounted to more than $30 million. But worse was still to come.

In 1979-80, government funding again fell seriously below that recommended by COU and OCUA. COU had recommended an increase of 6.75% and OCUA an increase of 6.42%; the government provided only 4.43%. According to COU calculations this resulted in a system shortfall of more than $54 million. In the following year, 1980-81, the increase in government grants once again fell short of the levels judged necessary by both COU and OCUA. To offset this in part, tuition fees were raised. The formula fee was increased by 7.5% and in addition the universities were given discretion to raise fees a further ten percent. But even with this, the overall increase of 7.1% in university operating funds fell far short of the 12.5% judged necessary by OCUA and the 13.2% judged necessary by COU. As a result, although about half of the cumulative shortfall involved the cost of salary catch-up, according to COU by 1980-81 the underfunding of the universities amounted to almost $160 million, more than 15% of their total annual expenditure.

As the universities entered the 1980-81 academic year, therefore, their financial situation had become precarious. In its financial analysis of the Ontario university system for 1980, OCUA observed that the system remained very much "on the brink". Although further efficiencies in university management had forestalled the precipitous decline predicted by that Council a year earlier, the continued underfunding remained a cause for grave concern.

At a meeting in late August 1980 of executive heads and board chairmen with the Premier, the Treasurer and the Minister of Colleges and Universities, the university representatives expressed their grave concern about the worsening financial plight of the institutions. In response the Premier asked the executive heads to prepare a report on what should be done. Their brief, submitted in early November, laid out the options in stark detail. It began with the simple statement that,

> The situation of the Ontario universities has reached a point where in order to reconcile the publicly endorsed objectives for the universities and the level of publicly approved funding, it will require either substantially increased funding or scaling down the objectives for the universities.

The analysis of the situation concluded with the firm judgment that the universities of Ontario could no longer continue to attempt year-by-year accommodations to annual shortfalls in funding if the quality and viability of their operations were to be maintained in the 1980s. The report urged the government to declare itself on the alternatives of providing adequate funding in order to meet declared objectives or undertaking downward revision of these objectives and a reduction of the current scale of university operations in Ontario.

The government responded quickly by establishing in late November 1980 a special committee to review the future of Ontario universities in the 1980s. This Committee was comprised of experienced members of the university community and government - three executive heads, four members of OCUA, two former board chairmen and three senior civil servants, including the Deputy Minister of Colleges and Universities as chairman. It was asked to develop a public statement of objectives for the universities in the 80s expressed in operational terms; to relate the cost of meeting these objectives to funding levels; to consider appropriate modifications to the funding mechanism; to define more clearly the joint roles of the individual universities, COU, OCUA and the government; and to recommend such other policy changes judged likely to improve the ability of the universities to meet the agreed-upon objectives. A preliminary report was to be submitted by 28 February 1981 and a final report by 30 June 1981.

Government grants for 1981-82 increased by 10.1%, including a rise of 10% in formula tuition fees and a continuation of the discretionary further 10% increase in tuition fees. Although the increase in funding was somewhat higher than had earlier been anticipated, it still fell very far short of the universities' needs as judged by COU and OCUA. Inflation was running at more than 12% and enrolment had increased rather more than expected. In its Spring '81 brief on operating grants to OCUA, COU estimated that the cumulative shortfall in university funding now amounted to almost $260 million, more than 20% of the projected system revenue for 1981-82. It judged that an increase of 16.5% was necessary for 1982-83 if the universities were just to maintain their activities at 1981-82 levels.

The final report of the Committee on the Role of Universities in Ontario, published in August 1981, added a strong voice to those urging increased financial support for Ontario universities. After recommending that the Government reaffirm as valid for the 80s the objectives stated by OCUA in 1978, the Committee recommended to implement a level of operating funding during the 80s sufficient to meet the costs of inflation and faculty and staff career advancement plus an additional $25 million per annum for the replacement of furniture and equipment.

For the universities this was good news, an affirmation, by a blue chip group that included three senior provincial civil servants, of their and OCUA's continuous calls for greater funds. But how would the Government respond? Throughout the Fall and early Winter of '81-'82, the universities pressed without success for a commitment by the province to adopt these two key recommendations. The government pleaded economic uncertainties compounded by

growing discord between the province and the federal government over federal contributions to health care and post-secondary education being renegotiated through the Established Programmes Financing legislation.

The announcement of funding for 1982-83 was delayed until mid-February. When it came, however, there was both good news and bad news for the universities. Global funding was increased by a total of 12.2%, which was above the inflation level, more than had been anticipated but less than was needed. Formula fees were increased by the same amount and the additional 10% discretion was continued. But tuition fees for visa students were sharply increased. Although the university system got to keep the additional revenue generated by these fees, the magnitude of the increase spelled likely trouble for the universities, particularly in the area of graduate studies.

In announcing this level of operating support for 1982-83, the Minister of Colleges and Universities indicated that this relatively generous allocation was intended to provide the universities with a breathing space, a period in which to adjust their programmes and expenditures, presumably downwards, in the light of continuing fiscal restraint.

Just how generous this allocation is in the eyes of the universities can be illustrated by referring to the Spring '82 COU Brief to OCUA entitled somewhat forlornly, *Once More, With Feeling*. The *cumulative* system shortfall developed since 1977-78 is estimated to stand now at $354.2 million, more than 27% of the projected system revenue for 1982-83. Approximately half of this amount is attributable to foregone salary increases; the remainder involves real reductions in faculty and staff complements and in a range of non-salary expenditures, most importantly library acquisitions, equipment replacement, and physical plant renewal.

Any lingering notions that this more generous allocation would actually provide much needed flexibility were removed three months later, in mid-May, when the Treasurer removed the sales tax exemption on supplies, equipment and a range of other materials required for the operation of the universities. The effect of adding 7% sales tax to most non-salary budgets was to reduce the increase in the global allocation below inflation and to leave the universities struggling as hard as ever.

In recent years the constraints on capital assistance to Ontario universities have been more severe than those imposed by the government on operating grants. OCUA has selected a level of 1% of the value of the system space inventory as the minimum amount required annually for new major repairs, renovations and replacement projects. In the past several years, however, nothing like this amount has been provided. As a result, OCUA has calculated that the accumulated shortfall reached $47.1 million in 1980-81. It cannot be overemphasized that a shortfall of this magnitude is bound to cause major problems in the future, when large outlays will be required. The longer universities continue to consume their capital in this fashion, the greater will be the problems and the higher the long-term costs.

A good indication of the extent of underfunding in Ontario universities is provided by data on interprovincial comparisons of expenditures on universities. These data, prepared by a joint MCU - OCUA - COU committee, show the extent of the decline in provincial expenditure in the university sector during the latter half of the 70s. In 1974-75 Ontario had stood sixth among the provinces of Canada (and about $100 per student below the average for the others) in the amount per full-time equivalent student it spent on grants to universities. In 1981-82, it stood tenth and last, $1500 below the average for the rest of Canada. It is true that Ontario led the other provinces in spending for universities - it has the largest system. It is also true that Ontario spends additional sums on student aid. Nevertheless, this index, direct grants to universities on a per student basis, reveals clearly the extent of underfunding for Ontario universities. Over the seven-year period between 1974-75 and 1981-82, Ontario increased its operating grants to universities by 86.5%. This compares to a 145.3% increase in the other provinces and shows that no other province has come anywhere near Ontario in restraining funding to universities.

Public and media attention has increasingly been called to the very real effects of chronic underfunding, as university administrators, faculty and student groups have graphically shown that any "fat in the system" has long since been cut and the knife of financial constraint is now striking muscle and bone.

Continuously seeking further efficiencies in management, the universities have sought to distribute the effects of inadequate funding as equitably as possible, while giving the highest priority to the preservation of academic quality. As a result, cumulative underfunding has led to a widespread erosion in facilities, services, and organizational structures, rather than to any dramatic and highly visible breakdown in the constituent parts of the university system. Faculty salaries have not kept pace with increases in the cost of living nor matched adjustments in other professions, making it increasingly difficult to attract and retain talented faculty. For similar reasons, the pursuit of advanced studies is less appealing to recent graduates, who opt for the greater financial rewards of the open marketplace. Laboratory and other research equipment is becoming increasingly obsolete, and inadequate to conduct research on the frontiers of knowledge. Library holdings are deteriorating as new books go unbought and subscriptions to periodicals are cancelled. The freeze on capital funds has meant few new buildings, while older ones receive a level of maintenance far below that judged in the corporate environment to be the minimum.

Given the rapid turnover in the student body and the lack of perspective that results, this insidious decline is less apparent to students. Nevertheless, the deteriorating teacher/student ratio, which results in crowded classrooms and less time for personal counselling, has been decried. As well, cuts in support staff have had their negative effects on the provision of library and other student services.

Even the public at large has suffered from university underfunding. The wide offering of community services, including legal aid, medical and dental clinics, lecture series, concerts, and access to recreational facilities and events, has

everywhere felt the perverse effects of reduced budgets. In summary, a persistent erosion is occurring everywhere in the Ontario university system, with an accompanying darkening of mood and lowering of morale.

The financial anxieties of the universities during 1980-81 were further heightened by the announced intention of the federal government to renegotiate the Established Programmes Financing (EPF) arrangements. Under the terms of this legislation, negotiated between the Government of Canada and the governments of the provinces in 1977, federal financial commitments to several major Canadian social programmes are honoured through an arrangement whereby that government allocates to the provinces specified corporate and personal income tax points plus certain cash transfers.

Post-secondary education is one of the programmes currently financed under this arrangement. Under the former arrangement the federal government had agreed to meet fifty percent of the provinces' expenditures on post-secondary education, up to a specified maximum. Under the current arrangement, the funds are simply flowed from the federal to the provincial level, with no strings attached. As a result, since the direct funding of the institutions is by means of provincial grants unrelated to federal funding, the federal government has little control over and receives very little public credit for what it considers to be a major financial contribution to Canadian universities.

Wrestling with an increasingly large deficit and riding a rising wave of support for federal initiatives, the Government of Canada announced in the Fall of 1980 that it wished to renegotiate EPF with the provinces, and implied very strongly that it was planning both to reduce and to redirect its financial commitments to some of the programmes involved. Post-secondary education was explicitly identified as a prime target for changes. Subsequently, the federal government unilaterally removed the Revenue Guarantee, one of the three components in the fiscal transfers under EPF, thereby reducing its commitments to the provinces. At the same time, while urging negotiations, it indicated that it was prepared to move unilaterally if it could not secure agreement with the provinces.

The potential implications for the universities of Ontario are very grave. An analysis by COU of EPF transfers from Ottawa to Queen's Park since 1977, employing the figures provided by the federal government on the total dollar amounts transferred to Ontario on behalf of universities, show that an increasingly large share of the Ontario government's grants to universities ultimately derived from federal funds. The analysis was crude, employing the amounts disbursed annually through EPF to the province and expressing these as a percentage of the total provincial grants per annum. Nevertheless, the negative impact on provincial finances, and potentially on the universities, of any large reductions in federal payments through a revised EPF is clear.

Universities across Canada joined in cautioning against precipitous and unreflected decisions that would adversely affect the financial base of universities and reduce their ability to serve the country and the provinces. In a brief to the Parliamentary Task Force on Federal-Provincial Fiscal Arrangements presented in

May 1981, COU urged the federal government to remain involved in the financing of universities and to undertake once again to provide a clearly designated basic sum of money in direct support of university operating expenses. It also argued for renewed and expanded federal/provincial collaboration in support of universities.

Because of its continuing concern over the federal/provincial discussions on EPF and the significance of their outcome for the universities, COU published a policy paper, *Federal-Provincial Relations and Support for Universities* in February 1982. Intended as a contribution to these discussions, the Report again urged both levels of government to continue their negotiations in a spirit of cooperation with a view to developing specific funding policies and programmes in consultation with the universities.

The report stated that the universities are fully prepared to acknowledge the sources of their funding and to account publicly for their expenditures. It welcomed the stated intention of the federal government to maintain fiscal transfers to the provinces to support the over-all infrastructure of universities. At the same time, it proposed that direct federal funding be confined to four areas: limited engagement in manpower planning, student assistance, research and some specific federal concerns related to defense, international affairs, culture and language. In view of the ongoing need for full and broad consultation, COU proposed the creation jointly by the federal government and the Council of Ministers of Education of a Canadian Advisory Council for Higher Education and Research with statutory powers.

The Shifting Enrolment Scene

Nothing better illustrates the changing nature of Ontario's universities or more upsets the neat logic of their detailed academic and financial planning than the constantly shifting enrolment scene. Although the changes in enrolment over the past four years have not been dramatic, they have been sufficient to cause dismay among those who continue to expect actual enrolment to match projections, and sufficient to put real pressure on academic programme supervisors and budget officers who must cope with the resource implications of the shifts in a period in which underfunding has become endemic.

After rising quite steadily since the early 1950s, in 1977 enrolment in Ontario universities unexpectedly declined by 3.0%. The following year enrolment declined again, by another 2.3%. Since the size of the 18-24 age cohort from which the universities draw more than three-quarters of their students was continuing to grow, this decline reflected a drop in the participation rate of the group, from a high of 13% in 1975-76 to less than 12%.

Then, just as suddenly, this trend was reversed. Enrolment levelled off in 1979-80, and in the following year began again to increase. In 1980-81 overall enrolment in Ontario universities rose 3.5%, returning to the level attained five years earlier. In 1981-82 there was a further increase of 4.8% to bring overall enrolment to an all-time high of more than 202,000 full-time equivalent (FTE)

students. On the basis of applications for admission in September '82, a further increase of almost 5% is projected. Should this occur, overall enrolment in Ontario universities will have risen more than 10% over a two-year period.

These enrolment totals, however, do not tell the most significant story, which involves the changes in student programme preference and in student mix. During the second half of the 70s, the shift in student preference away from the arts and sciences and toward the more specifically professionally and vocationally oriented programmes accelerated. In the period between 1975-76 and 1981-82, full-time undergraduate enrolment in arts and science declined by more than 4,195, and moved down from 60.0% to 54.8% of the total. In the same period enrolment in commerce more than doubled from 7,713 to 15,752 and now represents slightly more than 11.5% of the total. Enrolment in engineering rose from 10,419 to 12,412 and now represents 9.1% of the total. Enrolment at the baccalaureate level in education, which declined dramatically from a high of 4,612 full-time students in 1975-76 to a low of 3,104 in 1979-80, has begun again to increase. It is now tightly controlled with many more applicants than registrants.

At the graduate level there has been a similar shift in programme preference. Enrolment overall has remained stable. Within the total, however, significant changes have occurred. Enrolment in the basic sciences and in engineering continued to decline, while enrolment in some professional programmes, in particular the MBA and MEd part-time programmes, continued to increase.

In addition to these changes in programme preference another development deserves mention - the change in student mix. Here two factors are to be noted. First, there is the continuing increase in the enrolment of women. Women now constitute a majority in arts and science, particularly in the humanities and social sciences, and are continuing to expand their proportion in professional programmes such as commerce, engineering, forestry and veterinary medicine. Secondly, there is the substantial increase in the number of foreign students enrolling in undergraduate programmes. During the past two years, the number of undergraduate visa students has risen by more than 30% and they now constitute almost 8% of the total full-time undergraduate enrolment. This sudden increase, which was not anticipated, has resulted from the coincidence of two factors, both outside the direct control of Ontario universities. One is the mushrooming of private commercial secondary schools in metropolitan Toronto catering primarily to ethnic Chinese from Malaysia and Hong Kong who are seeking admission to Ontario universities. The second is the decision of the British government in 1980 to institute full cost tuition fees for foreign students. Together these two factors have produced a sudden surge in international student enrolment in Ontario. The additional tuition fees for foreign students introduced in 1977, some 100% higher than that for Canadians and landed immigrants, had no apparent effect on enrolment of students from abroad.

The new formula fees schedule may have a quite different effect, particularly at the graduate level. Formula fees have been set at $2,700 per annum for new visa students entering arts and science and other undergraduate programmes with

a low weight under the operating grants formula. For visa students in professional and other higher weighted undergraduate programmes, the tuition fees will be $4,400. At the graduate level, however, the increases are greater. Newly entering visa graduate students will face tuition fees of $6,600 per annum on a 3-term basis. Moreover, a second stage increase is to be implemented in 1983-84 which would result in these fees being increased by a further one-third.

Whether or not these fees will result in a decline in the number of visa students enrolled in Ontario universities remains to be seen. They may not affect undergraduate enrolment; but there is great concern that the new graduate fees will result in a significant reduction in enrolment in doctoral programmes, with consequent serious negative effects on research activity and on the future of some programmes. The universities are now preparing to argue the case for revising this policy, at least at the graduate level. If there is justification for limiting the amount of public money expended on the university education of non-Canadians, a quota system would seem a more appropriate means, not a policy of punitively high tuition fees, which brings with it other negative consequences.

Although enrolment projection for Ontario universities remains very risky, it now seems likely that overall enrolment will continue to rise until at least the mid-80s and that the subsequent decline will be less sharp than had earlier been projected. Enrolment may level off in the mid-80s and not fall below the 1980 level before the end of the decade, unless it is curtailed by deliberate action in order to preserve quality in instructional programmes in the face of continuing underfunding. This possibility, which is now emerging, will be examined in chapter 5.

Chapter 2

Academic Planning in a Cold Climate

The period under review saw several system-level initiatives in the area of academic planning, none crowned with conspicuous success but each playing a part in moving Ontario universities towards greater consciousness of academic planning in a system perspective. Because of the growing financial constraints, greater emphasis was placed by OCUA on system coordination and rationalization, with consequent implications both for the system and for individual institutions. This heightened concern for planning involved both the graduate area, where system planning has long been organized, and the undergraduate area where it has been relatively undeveloped. This chapter deals with both.

The Undergraduate Scene

In September 1978 OCUA published a white paper, *The Ontario University System: A Statement of Issues*. After reviewing undergraduate enrolment changes, the paper outlined three ways in which OCUA judged that excess system capacity in undergraduate arts and science might be reduced to reflect more closely shifts in student demand. The first option, 'Satellite Campus Rationalization', would reduce system capacity by closing or modifying the functions of a small number of campuses without affecting the existence of the parent universities. The second, 'Merging Undergraduate Arts and Science Programmes', would seek the same objective by merging programmes at geographically proximate universities. The third and most drastic option, 'Institutional Role Differentiation', would eliminate high cost honours programmes in areas of specialization as student demand declined and increasingly differentiate the roles of the various universities.

In the same paper, OCUA stated its belief that there was scope for increased role differentiation among the universities based on disciplinary emphasis and level and range of instructional offerings. It then went on to suggest four categories of institution, two of which were primarily undergraduate. One category would include those institutions oriented primarily to undergraduate programmes in arts and sciences, with few, if any, undergraduate professional programmes and no graduate programmes. A second would include those institutions primarily oriented towards undergraduate arts and science plus selected undergraduate professional programmes. Such institutions might offer a limited number of graduate programmes at the master's level to meet regional needs and opportunities.

Council invited the universities and COU to comment on the feasibility and appropriateness of these proposals as a solution to the system's dual problems of

enrolment decline (at the time) and fiscal stringency. The responses of the Ontario university community to OCUA's proposals for institutional role differentiation were generally negative. They were seen as leading to a multi-class university system in the Province, as denying legitimate institutional ambitions, and as too *dirigiste*.

In the light of the increased attention being directed to academic planning, in the Fall of 1978 COU established a standing Committee on Long-Range Planning with broad terms of reference and a chairman assigned half-time to the work of the Committee. The brief history of the Committee illustrates well the complexities and the perils of academic planning in and for Ontario universities.

The first charge given the Committee was to prepare a COU response to the OCUA white paper. The Committee forwarded a report to COU in March 1979 containing a section on undergraduate academic programme planning. In it the Committee proposed that each university should engage in a rigorous scrutiny of its own undergraduate programmes and plans, and that the COU Committee on Long-Range Planning should have a role in this enterprise, "a role sufficient to provide a clearer view of the undergraduate section of the Ontario system; to identify unnecessary duplication or waste, if it exists; and to stimulate the universities to review their strengths and weaknesses in relation to the system as a whole". By these means, the Committee sought "to provide both stimulus and perspective".

In this Report the Committee also recommended that in principle OCUA should be assigned "executive responsibility for specific aspects of decisions that concern the Ontario system of universities as a whole" and that it be asked to provide COU with a precise statement of those matters in which it believed OCUA should be given such authority. All of the Committee's recommendations proved to be very controversial. COU agreed to receive the Report and to forward it to OCUA. The Report itself, however, was never formally adopted by Council.

In its September 1980 report, *System on the Brink*, OCUA stated its grave concern about the ability of Ontario's universities to meet their publicly stated objectives at the level of financial support they were receiving from the government. This report noted that one of the general problems was the continuing high demand for professional and vocational programmes together with the reduction in enrolment in undergraduate arts and science programmes which must be maintained as an indispensable core of university offerings.

In March 1980 the COU Committee on Long-Range Planning presented to Council its Report on Undergraduate Programmes in Ontario Universities entitled *Challenge of Substance*. This Report dealt extensively with the major issues confronting undergraduate academic programming in Ontario universities and argued the Committee's conviction that a greater degree of system planning at the undergraduate level was now needed. It concluded with two main recommendations, designed to promote further cooperation among the universities:

1. that each university immediately advise the others of all proposals for new undergraduate programmes; and

2. that COU establish a standing advisory committee on undergraduate programmes.

Such a committee would have the tasks of studying the changing needs of the Ontario system and the best means of responding to those needs; identifying new areas of concern and encouraging orderly programme development in relation to them; and facilitating and encouraging discussion among the universities on undergraduate programmes and policies from the system perspective.

After considerable debate, COU approved the first recommendation in amended form, assigning to the vice-presidents (academic) of the Ontario universities the responsibility of exchanging information on new undergraduate academic proposals on a regular basis. The proposal to establish a standing committee on undergraduate programmes was taken under advisement. In the Fall of 1980 the vice-presidents (academic) group was established. The mandate of the Committee on Long-Range Planning was then allowed to lapse and the Committee was left unstaffed.

In September 1980 OCUA published another white paper, this one entitled *System Rationalization: A Responsibility and an Opportunity.* Starting from the premise that persistent underfunding has strained the capacity of the universities to fulfil collectively the objectives of the Ontario university system as set forth by OCUA in 1978, OCUA returned to the matter of institutional role differentiation. It bluntly asserted the need for system-wide consolidation and rationalization in order to prevent and eliminate undesirable duplication and protect existing strong programmes, to preserve opportunities for innovation, and to ensure that resources are effectively used and are available in areas of need.

At the undergraduate level, OCUA noted that over the period of the previous twenty years, there had been little attempt to coordinate academic programme development and a minimum of cooperative planning, (apparently) on the assumption that, somehow or other, an acceptable range of quality academic programmes would follow automatically from the sum total of the plans of each institution. While accepting the general principle that it is desirable to leave as much planning responsibility as possible in the hands of each individual institution, OCUA stated that the need for more coordination and cooperation was becoming increasingly clear.

From a provincial perspective OCUA judged the autonomous approach to undergraduate programme planning to be no longer appropriate. Some degree of cooperation was essential and some degree of coordination might be necessary. Referring to the analysis in the Report of the COU Committee on Long-Range Planning, OCUA accepted the basis laid down by that Committee for a cooperative, consultative approach but rejected as inadequate that Committee's recommendations that the universities advise one another about their proposals for new undergraduate programmes and that COU establish a standing advisory committee to monitor developments in this area.

In its approach to planning, OCUA divided undergraduate programmes into three categories: arts and science core programmes, professional programmes

and special or quasi-professional programmes. With respect to the core programmes in arts and science, OCUA judged that an exchange of information among the universities was still sufficient. With respect to professional programmes, a simple exchange of information was judged desirable but clearly not sufficient. Here ministerial approval for funding would continue to be required and COU should give advice. In the area of quasi-professional programmes, including a number that have traditionally been offered in faculties of arts and science, OCUA judged that COU should monitor developments and undertake the necessary coordination.

Again, in line with its usual practice, OCUA invited the universities and COU to comment on this assessment of the situation and the proposals to meet it. This normal iterative process involving OCUA and the university community was disrupted in 1981 by the establishment of the special review committee (see Chapter 1) whose terms of reference effectively preempted for that year the OCUA - COU - universities consultative process.

Informal comments heard within and from the universities, however, suggested strongly that there was not much support for the OCUA proposals. Many in the universities felt that there was no pressing need for coordination and rationalization at the undergraduate level. Some were fully persuaded that, if some central body should undertake responsibilities in this area, that body ought not to be COU.

In the Spring of 1980, in line with current Ministry policy (not widely recognized or uniformly implemented) that all new professional undergraduate programmes should be referred to OCUA for advice on eligibility for funding, the University of Waterloo requested OCUA to review a proposed new programme in geological engineering at the University. Upon receipt of this request, OCUA referred the matter to COU, inviting recommendations on the desirability of including this programme among those eligible for BIU funding. In referring this to COU, OCUA specified those areas in which it wished to have information and a judgment from COU. These included the criteria of need, availability of similar programmes elsewhere, the ability of the university to offer the programme, and the appropriateness of offering it at Waterloo.

At first COU undertook to gather information and comments from member institutions with faculties of engineering. When it became clear, however, that views on the desirability of recommending funding for this programme were mixed, COU drew back. After vigorous debate at two meetings of Council, COU finally informed OCUA that it was not prepared to recommend for or against funding the programme. It indicated that there was consensus that COU should play a major role in reaching decisions about the funding of new undergraduate programmes but that it was not in a position to specify what this role should be without further discussion within Council and further dialogue with OCUA. Upon receipt of this report, OCUA proceeded to establish a small academic committee to review the programme at Waterloo and to reach its own decision, which was positive.

In the Fall of 1981, without warning, the Minister announced a freeze on funding for all new undergraduate programmes and invited OCUA to develop procedures for handling requests from the universities for exemption from the freeze. In imposing a freeze, the Minister stated that it was to be temporary, pending a response by the government to the Report of the Special Committee to Review the Future Role of Universities in Ontario. OCUA responded immediately, indicating its willingness to assume the task.

During the Winter and Spring of 1981-82, OCUA received a number of requests for exemption from the funding freeze, some from each university, and processed all. With a few exceptions, involving professional or quasi-professional programmes, all proposals received positive recommendations. The assessment was undertaken by the OCUA Academic Advisory Committee employing criteria related to need, institutional suitability and the institution's ability to offer the proposed new programme without adding courses or extending the breadth of its course offerings.

It is now suggested that the freeze might be lifted for all undergraduate programmes falling within the core disciplines but retained for those designated as professional or quasi-professional, with a programme classification list developed that would place all programmes in one or the other category.

Given these developments COU will not likely again become involved in recommending for or against new undergraduate programmes at any of its member institutions. The prerogative on these matters has passed to OCUA and it can be expected to remain there.

The Graduate Enterprise

Developments in graduate studies during the four-year period under review have involved major changes. At the beginning of the period, the quinquennial approach to graduate planning had just been accepted and was scheduled to come into effect in the academic year 1979-80. However, very mixed signals were being received by the university community about the long-term future of graduate planning. OCUA was becoming increasingly centralist and interventionist while the new Minister seemed determined to turn graduate planning back to the universities. In a letter to the university presidents, written in the Fall of 1979 shortly after her appointment, the Minister indicated her intention that, "In the future universities will reassume full responsibility for planning their own graduate programs without central controls. I believe that government involvement in graduate planning should end on completion of this present quinquennium". Although such a statement could be read as a signal to begin to wind down the 'quinquennial approach' with its more interventionist planning stance, it was certainly not read that way by OCUA. In the fall of 1979, for the first time OCUA turned back recommendations from COU on the funding of new graduate programmes.

In returning to COU the initial presentation of ten existing programmes for funding approval, OCUA stated clearly that the four funding criteria for the first quinquennium (need, uniqueness, appraisal, enrolment) were the ones to be ad-

dressed before any unfunded graduate programme would be given consideration for funding. This involved rejecting the COU argument that unfunded programmes running prior to the beginning of the quinquennium should be judged for funding on the old rules. But OCUA went further. With respect to the criteria of uniqueness and need, OCUA stated that it was no longer willing simply to accept the judgment of the Advisory Committee on Academic Planning (ACAP) through COU on these matters. It wished to see the evidence of lack of duplication and of need. More significantly, OCUA introduced, or at least made explicit for the first time, a 'fifth' criterion. In the light of its concern for greater system rationalization, OCUA stated that it would also want to be assured by COU that the particular institution offering the programme was the best one to do so; that the programme was consistent with the aims, objectives and existing strengths of that institution; and that the programmes should be funded despite financial constraints.

In accepting and commenting on this clear statement of OCUA's position, the Minister retreated somewhat from her earlier stand. Reiterating her view that eventually the universities should be able to plan and control the graduate sector without direction from either the Ministry or OCUA, she declared her support for the judgment of OCUA that more adequate planning and greater rationalization were needed, and indicated that she expected OCUA to work closely with COU and the universities in these matters. She concluded by saying that unless she were satisfied with the results she might, reluctantly, have to maintain centralized Ministry and OCUA involvement in graduate planning.

Then OCUA back-tracked temporarily. In an advisory memorandum accepted and released by the Minister in May 1980, OCUA subsequently recommended funding for nine of the ten graduate programmes returned earlier to COU and resubmitted by that Council, despite some lack of conformity with OCUA criteria. At the same time, OCUA stated that in future it would be very reluctant to give consideration to historical factors and would require each programme to satisfy all of its funding criteria. It also reiterated that Council's continuing commitment to achieving rationalization within the system.

In accepting the recommendations of OCUA, the Minister went to some pains to ally herself with OCUA, noting that in future OCUA would be fully within its mandate in applying the criteria rigorously, and that she would require evidence that these criteria had been met consistently over the coming two to three years before implementing her desire to return graduate planning to COU and the universities.

Recognizing the development of an increasingly ambiguous and controverted situation in graduate planning, in the Fall of 1979 COU struck a Special Committee to Review Graduate Planning. Its terms of reference were:

1. To review the current stated OCUA objectives for graduate planning in the light of circumstances in the first quinquennium and the anticipated circumstances thereafter;

2. To review the current and projected rate of progress in graduate planning in the first quinquennium; and
3. To recommend modifications in the objectives and mechanisms for developing and implementing graduate planning policies.

As mentioned, the context in which the Committee met was the increasing emphasis by OCUA and the government on system planning and rationalization, and the use of funding criteria unrelated to academic quality. The Committee issued a discussion paper in June 1980, intended to provide a basis for wide consultation on matters involving graduate planning within the university community, and for discussion between COU and OCUA.

In the Fall of 1980, COU submitted six more graduate programmes to OCUA for funding consideration and provided documentation on the four OCUA criteria of need, uniqueness, appraisal and enrolment. However, COU did not provide the requested assurance that the programmes should be funded despite the current financial constraints and that they were consistent with the aims, objectives and existing strengths of the institutions offering them. In the light of the stance taken by COU on this last point, OCUA declined to make any recommendations on funding. It did, however, hold out the possibility of future positive recommendations when the uncertainties about the role of COU in the matter had been resolved.

The unwillingness of COU to respond to questions from OCUA on institutional appropriateness reflected a genuine dilemma. Ought a voluntary association of member universities undertake to pass this kind of judgment on a member institution? This was not a matter of academic programme evaluation. The issue, which affects the very nature of COU, had arisen in the past. In the current circumstances, however, it could not be dodged. A clear position had to be taken. In dealing in June 1981 with the final report of the Special Committee to Review Graduate Planning, COU reached a decision on this fundamental matter.

The Committee recommended that academic quality control should be the primary objective of graduate planning, and be achieved by further strengthening the programme appraisal system, including the periodic appraisal of all programmes. Council agreed. At the same time, the Committee recommended that the programme of discipline planning assessments be discontinued; and that the OCGS Advisory Committee on Academic Planning (ACAP) should be replaced by a COU Committee on Graduate Planning whose responsibilities would include identifying future needs, monitoring the impact of the appraisals system and the effects of the OCUA criteria for funding, and analyzing the effect of general funding levels on the development of graduate work. Council agreed.

In adopting the Report COU also conceded to OCUA ultimate responsibility for defining what are the core disciplines, for establishing sectors or areas of institutional major involvement in doctoral programmes, and for both determining and applying the criteria to be used for decisions on funding new doctoral pro-

grammes. In all of these matters, COU would expect to be consulted by OCUA and would remain free to give advice. The final decisions, however, would rest with OCUA. This conclusion of COU implies a similar movement in the area of undergraduate planning. Taken together these represent a fundamental shift in the role COU sees for itself in the future of system planning.

Chapter 3

Something Old, Something New: Cooperative Ventures

This chapter presents a summary account of the major cooperative activities conducted by COU on behalf of the universities of Ontario. It deals with two that are long standing and, though little heralded, are of great value to the Ontario university community: the Ontario Universities' Application Centre and the Interuniversity Transit System. It outlines significant modifications in two cooperative activities - library coordination and instructional development. And it presents a brief account of two new cooperative initiatives begun by COU during the period under review: Communications and Health Sciences.

The Application Centre

The Ontario Universities' Application Centre celebrated its tenth anniversary in June 1981. A service activity on behalf of member institutions, secondary schools, and the thousands of individual applicants for admission to Ontario universities, the Centre continues to be one of the most useful and successful of cooperative activities operated by COU on behalf of the university system.

Providing services to all applicants to first year university and to transfer students at the undergraduate level, as well as to applicants to medicine and to teacher education, the Centre now handles with remarkable skill and efficiency more than 185,000 applications per year from nearly 75,000 applicants. In addition, the Centre publishes annually summary data on applications that are used by the institutions, by COU committees and others for various planning purposes.

Interuniversity Transit System

Begun in 1967 as a means of assisting universities with the distribution of library materials on interlibrary loan, this sytem, operated by York University on behalf of COU, continues to provide a most valuable service. Since 1972 it has carried communications as well as books between the member institutions, government libraries in Ottawa, and agencies like OCUA and the Ministry directly involved with university affairs.

University Library Cooperation

Cooperation among the libraries of Ontario universities and beyond them with other libraries has a long history. During the past four years, several developments

have taken place in recognition of the changed circumstances both of the libraries and of the techniques of effective cooperation. These have resulted in the dissolution of UNICAT/TELECAT, the computer-based cataloguing support system, and the closing of the COU Office of Library Coordination.

Formal cooperation among Ontario university libraries was organized through the Ontario Universities' Library Cooperative System (OULCS). It was established by COU in 1973 and coordinated through an Office of Library Coordination located in the COU secretariat, and managed by a Board for Library Coordination. Under this arrangement, a number of voluntary cooperative library projects were launched in the areas of union cataloguing, resource sharing, and collection development and rationalization.

In 1978, after reviewing a number of these projects, the Ontario Council of University Libraries (OCUL) recommended repatriating them from the Office of Library Coordination to the individual libraries in order to achieve economies and to focus cooperation among groups of libraries located in geographical proximity to one another. This decision involved the Cooperative Government Documents Project (CODOC), the Cooperative Union Serials System (CUSS) and the Union List of Maps Project (MAPS), along with the supervision of interlibrary lending and borrowing.

About a year later, in the Spring of 1980, the Management Committee for the UNICAT/TELECAT Project recommended that the consortium be dissolved. Begun in 1973, at the time of dissolution this large project comprised nineteen member institutions, of which six were Ontario university libraries. The remaining members comprised seven Quebec university libraries, one Ontario public library and five government libraries, two federal and three provincial in Quebec. The project was entirely supported by the participating institutions after an initial period of subsidy by the Ministry of Colleges and Universities.

The decision of the Management Committee to dissolve UNICAT/TELECAT followed a lengthy review of the objectives and structure of the consortium in the light of recent developments in library automation and the current activities of the group. To a considerable extent the original goals had been accomplished; developments in library technology had made possible alternatives to the large central cataloguing system provided by UNICAT/TELECAT which were more attractive to some members; there were long-standing concerns over the type and quality of services provided to the consortium by the supplier and on-going frustrations involving the administrative relations between the users and the supplier; and the existing organizational structure and staffing were seen as over-elaborate in the light of the current and projected needs of members. In addition, from the perspective of COU, the fact that less than half its member institutions were members and together constituted a minority of the members of the consortium was seen as somewhat anomalous.

After its own review, Council accepted the recommendation of the Management Board and UNICAT/TELECAT was formally dissolved with services terminated on 30 June and the operation wound up on 15 October 1980. As a

means of providing a permanent record, arrangements have been made to deposit a copy of the union file, containing nearly one million records, with the National Library. Since the major on-going responsibility of the Office of Library Coordination involved UNICAT/TELECAT, this office was closed at the same time. Council then established a Joint Steering Committee involving representation from the Board for Library Coordination and the Ontario Council of University Libraries to review the situation and provide advice on the future of library cooperation among Ontario universities. On recommendation from the Committee, Council retained a consultant to provide professional advice. The consultant's report was received by the Committee in June '82 and circulated to the institutions for comment. Decisions will be taken in the Fall.

Instructional Development

The involvement of COU in cooperative instructional development activities goes back to 1970 when the Committee of Presidents, the predecessor of COU, and the Committee on University Affairs, the predecessor of OCUA, undertook a study of alternative approaches to employing educational technology on behalf of the Ontario university system. While the study focused initially on the application of television and other forms of technology, it placed great emphasis on the need for systematic development and evaluation of the process of instruction.

One of the recommendations of the report was that the universities of Ontario establish a centre for instructional development to assist faculty to improve the effectiveness of instruction. This led in 1973 to the establishment of the Program for Instructional Development funded by grants from the Ministry of Colleges and Universities.

In 1977, OCUA recommended that Ministry funding be phased out over a two-year period, on the grounds that such earmarked funding should be considered as 'seed money' intended to encourage innovation and that institutions should make a commitment to continue programmes so initiated. This recommendation was accepted by the Ministry.

When Ministry funding ended in 1980, COU decided to establish a small Office of Teaching and Learning to carry on in modified form the cooperative activities so well begun through the Program for Instructional Development. In making this decision Council clearly recognized that institutional commitment lies at the heart of on-going efforts to improve the teaching/learning process. At the same time, Council recognized the value of maintaining some central services in this area to facilitate the exchange of information, to coordinate interinstitutional activities, and to stimulate greater cooperation. This small Office, funded by COU, was established initially for a two-year period, with provision for a review of its activities in the second year, 1981-82.

The review committee, established in the Fall of '81, reported to Council at its December meeting. While acknowledging that the small staff of two had performed efficiently and had in fact accomplished considerable with limited resources, the Committee recommended that the Office be closed at the end of

the '81-'82 year. The principle reasons behind this recommendation were that the resources of the Office were not seen to figure significantly in many COU member institutions' internal activities in the area of instructional development and, in a period of growing fiscal constraint, allocations to COU in support of such activities did not enjoy a high priority. After debate and obvious reluctance, Council voted to close the Office effective 30 June 1982. Another COU venture in cooperative action was thus terminated. The major resources acquired by the Office, a library and a computerized information system, are to be transferred to the University of Waterloo.

Public Relations/Communications

Concerned with a widely perceived lack of understanding on the part of the public of the nature and role of universities, COU in December 1977 established a Special Committee on the Public Image of the Universities. This Committee was asked to examine the activities of individual institutions as they affected the public perception of the current role of universities; to identify those areas in which individual institutions and/or COU might usefully expand their activities to present the views of the universities on their role; and to recommend to COU what actions it might appropriately undertake on behalf of the Ontario universities to improve public awareness of their role and importance.

The Committee reported in the Fall of 1978 making a number of recommendations. These recommendations implied an increase in Secretariat resources in order to enable Council to provide information on university matters on a regular basis to the wider community. When Council approved the substantive recommendations in the Report, it also requested the Executive to make budgetary provision for a programme of public relations/information for an initial two-year period beginning in 1979-80. The necessary arrangements were made and the Office of Communications was established in July 1979 under the direction of a full-time professional.

The establishment of this Office has enabled COU to increase its public relations activities on behalf of the Ontario university system and as well to assist individual member institutions with their own activities in this area. A regular government and media transcript and clipping service has been established; contacts with the media have been enlarged and placed on a recurring basis; the publication and distribution of COU policy statements and reports has been expanded; contacts with government agencies and elected officials have been increased.

Although there has not been any formal evaluation of this Office, after three years of operation it is clear that it has served well the Ontario university community. The image of the universities with the public has improved; there has been an improvement in both the amount and the quality of media coverage of the universities; and the general awareness of what the universities are doing and of the problems they are facing has grown. While many factors have been at work in the production of these changes, the decision to establish this Office is seen to have been a positive step, and the Office is now considered a permanent part of COU activities.

Office of Health Sciences

Several developments occurred during the period intended to improve cooperation among member institutions with involvement in the area of health sciences. The Council of Ontario Faculties of Medicine (COFM), involving the five universities with schools of medicine, had existed as an affiliate of COU for many years. In addition, since 1973 an informal group comprising the executive heads of those universities with health sciences centres (including medicine, dentistry, nursing, etc.), plus Guelph because of veterinary medicine, had met from time to time to discuss issues affecting these health sciences. In 1978, through the initiative of COFM, a small health sciences secretariat was established within the central COU Secretariat to provide administrative and secretarial services to these groups. At about the same time, another body, the Ontario Council of University Health Sciences, was established and became an affiliate of COU. This body, comprised of one representative of each university with involvement in a health science other than medicine, was intended to become the correlative of COFM and deal with those other health sciences disciplines. These involve dentistry, nursing, optometry, pharmacy, physical and occupational health and veterinary medicine.

In the spring of 1980 the group of executive heads from universities with health sciences centres was formally established as the Health Sciences Liaison Committee (HSLC), and affiliated with COU. The Office of Health Sciences was given the responsibility of serving each of these three COU affiliates and a modest addition to the staff was authorized.

Given the growing pressure to contain the cost to the public purse of the health care system and the perceived relation between these costs and the size of the medical training establishment, the need for greater coordination and improved communication among those involved in health science education in the universities, especially medicine, can be expected to increase.

Chapter 4

Structure Under Stress

The structure of the Ontario university system is a marvel of compromise and inconsistency to many both within and outside it. Comprised of fifteen universities, each with its own charter and independent board, the system is very largely publicly financed. Yet the institutions have maintained a remarkably large degree of autonomy in their internal governance.

It is widely believed that this has been a major factor in their ability to maintain vigour, resourcefulness and a proper sense of public responsibility. Certainly within the universities there is consensus that the best hope for quality as well as economy in the activities of Ontario universities lies in the direction of continuing to encourage them to shape their own futures rather than in constraining them with excessively centralized decision-making. At the same time, however, there is also recognition of the need to expand and extend cooperation and coordination among them in the interests of the common good.

Recognition of this need has focussed attention once again on the roles of the two intermediate bodies in the system: the Council of Ontario Universities, a body established by the universities themselves, and the Ontario Council on University Affairs, the body established by the government to advise it on matters of university policy. Varying perceptions have developed about the proper respective roles of the individual institutions, government, COU and OCUA in planning and regulating change in the system. These differences have contributed over the past several years to some increase in tension, as ways have been sought to deal effectively with continuing resource constraints. In the period under review several efforts to modify or at least review this structure merit attention.

In the late summer of 1978 the Premier appointed Dr. Bette Stephenson as Minister of Colleges and Universities and Minister of Education. At the same time it was announced that one of her first tasks would be to study the feasibility of reintegrating these two ministries. Upon invitation from the Minister COU wrote to express its views on the matter. Council stated firmly that it regarded integration as undesirable and that it considered the basic issues confronting education in the province as other than structural and not capable of being resolved through structural changes. Several institutions expressed similar views.

In March 1979, however, the government introduced into the legislature a bill to amalgamate the two ministries. Given the minority position of the government at that time and the widespread concern within the two opposition parties about many aspects of the government's educational policy, including that affecting the universities, this bill from the beginning encountered heavy weather.

It was referred to a Standing Committee of the Legislature for detailed study, a normal procedure. Once in Committee, however, the members from the two opposition parties attempted to broaden the debate. They first proposed the establishment of a Select Committee to review provincial educational policies, indicating that if this was done they were prepared to treat the bill before them as a strictly organizational one. When the Minister refused to accept this proposal for an alternative forum for the discussion of educational policy issues, the opposition forced the holding of public hearings, and used the opportunity for a wide-ranging discussion of a variety of educational issues. COU made a formal presentation to that Committee and took the occasion, in addition to repeating its views on the undesirability of re-integrating the two Ministries, to restate in this forum its views on underfunding and on the decline of the relative position of Ontario vis-à-vis the other provinces on spending for universities.

After several weeks of public hearings and debates within the Committee, a majority of its members voted not to return the bill to the Legislature, thereby effectively killing it. The Ministry of Colleges and Universities remains legally separate from the Ministry of Education, although administrative reorganization within the two has in fact brought their activities more closely together and they remain under a single Minister and a single Deputy.

The reduced financial circumstances of the universities have placed other aspects of the structure under stress as well. As OCUA became more convinced of the desirability and even the compelling need to improve cooperation and coordination among the institutions, to reduce duplication, and to further rationalize and differentiate the Ontario university system, questions were raised about appropriate mechanisms for achieving such objectives. A number of answers implied proposals to establish a body having executive authority to make and implement decisions on these kinds of matters. Should this be OCUA, or COU, or some combination of the two? When such issues were raised, some members of the Ontario university community had an opposite reaction, judging that the roles of OCUA and COU should be clarified, but reduced.

In its 1978 *Statement of Issues*, OCUA outlined the major structural alternatives it saw for the system under the heading "Autonomy and Control". It noted that in the Spring hearings that year it had been impressed as never before with the opposing views held by the universities and various provincial organizations about the appropriate roles and potential effectiveness of OCUA and COU. These alternatives, as sketched by OCUA, included the current structure, the abolition of OCUA, the provision of limited executive authority for OCUA, or the transformation of OCUA into a university grants commission. As Chapter 2 on academic planning has outlined, OCUA did undertake to exert more authority in the area of programme planning and, while remaining an advisory body, will begin in practice to exercise limited executive authority. At the same time, OCUA repeatedly indicated that in its view COU was the body that ought to be assuming greater responsibilities in this area on behalf of the system and that it (OCUA) would continue to press COU to accept such responsibilities.

For its part, COU experienced growing anxiety, even schizophrenia. On the one hand, some increased coordination seemed necessary. Its own Committee on Long Range Planning was forcefully making the argument. And if there were to be system planning, some locus for decision-making was needed. On the other hand, as a voluntary association of universities, a federation of autonomous institutions, COU was not an appropriate body for making system planning decisions, some of which sooner or later would inevitably be to the disadvantage of one or more of its member institutions.

The Committee on Long Range Planning had recommended that OCUA be reconstituted with a more widely representative character, provided with adequate research resources and an academic advisory committee composed of a majority of academic members, and given limited executive authority in the programme area. But, as has been mentioned, this recommendation was not accepted by COU.

When the executive heads addressed this issue in their November '80 brief to the Premier they simply stated that two alternative structures warranted further examination: COU performing a somewhat expanded role in fostering voluntary cooperation among the universities, or a modified and strengthened OCUA assisted by a strong academic committee. Less than six months later, in adopting the recommendations of the report on graduate planning, COU expressed itself in favour of the latter with respect to the graduate planning. And as we shall see in Chapter 5, the report of the Committee on the Future Role of Universities in Ontario has also adopted this position.

In the Fall of 1981, as we have seen, the Minister instituted a freeze on funding for new undergraduate programmes and invited OCUA to administer this, an invitation that was accepted by that Council. Thus, OCUA became more heavily involved in undergraduate programme planning. Although the freeze was announced as temporary, it seems likely that it will remain at least in part and continue to be applied to those undergraduate programmes classified as professional or quasi-professional. Given this prospect, it remains to be seen how OCUA will undertake to deal with such responsibilities on an on-going basis.

It is likely, however, that it will exercise them by itself and not attempt to involve COU in any other capacity than that of an information source and a post office. As constraints tighten, the ability of a voluntary association like COU to engage effectively in policy making is reduced, and the resultant vacuum can be expected to be filled by OCUA as long as the present system remains essentially unmodified. How long this can be expected to last is discussed in the next chapter.

Chapter 5

The Unfolding of The Eighties

With so much uncertainty facing the universities, it is very difficult to project the shape of the system in the decade of the 80s. It is very easy, however, to predict that this shape will be decisively affected by the response or lack of response by the government to the Report of the Committee on the Future Role of Universities in Ontario.

As mentioned in Chapter 1, the worsening financial environment led the executive heads in the Fall of 1980 to urge upon the government a review of the current objectives of the university system and of the level of public funding appropriate to meeting them. In their brief the executive heads laid out the options clearly: either provide adequate funding or modify the objectives. Unless one or the other is done, they said, quality will fall below acceptable levels. The government responded by establishing the special Committee. The Committee was assigned the task of reviewing current objectives in operational terms, judging the degree to which these objectives were being met, relating the cost of meeting these objectives to funding levels, considering modifications in the funding mechanism, and defining more clearly the appropriate joint roles of the individual institutions, the Council of Ontario Universities, the Ontario Council on University Affairs and the Government of Ontario.

The Committee undertook this large task with vigour and dispatch. A Preliminary Report was issued within three months. Accepting the current objectives for the system as valid, the Committee presented three funding models and related each to the ability of the system to achieve the current agreed-upon objectives. In the judgment of the Committee, if the full range of objectives were to be successfully pursued by the universities, a modest increase in real growth would be required. Should funding at the level recommended by OCUA be provided over the full decade of the 80s - a level that involved further annual modest retrenchment - serious adjustments would be required on the part of the universities and some of the current objectives would be compromised. If funding were to continue at the levels of the past several years, however, the Committee concluded that the current objectives could not be met, and that quality could be salvaged only at the price of developing a smaller, more elite and correspondingly less accessible system.

The preliminary report presented no recommendations, only this analysis and an identification of the options. The Committee then invited comments and undertook a series of public hearings. Forty-seven written submissions were

received and during four days of hearings twenty-three organizations met with the Committee. The Final Report was published in August and contained a wide-ranging series of recommendations.

The Report began by recommending that the government reaffirm as valid for the 1980s the objectives for the universities stated by OCUA in 1978. It went on to recommend that, in order to make it possible to meet these objectives fully, public funding during the 80s be at a level sufficient to match inflation plus the cost of effecting faculty and support staff advancement, with an additional modest amount provided per annum to replace furniture and equipment in the aging physical facilities. If these recommendations were adopted, the Committee judged that it would be unnecessary to change significantly either the present allocative mechanism or the system structure, although a number of specific recommendations were made by way of advice to boards of governors, administrations, COU and OCUA. If the universities were given sufficient funding to enable them to meet the objectives established by the government, the Committee saw no need to alter the existing arrangements whereby autonomous institutions were assisted by a voluntary association (COU) and enjoined by an independent buffer body (OCUA) in various ways in fulfilling their mandates. It also judged that the current operating grants formula, with its basic enrolment-driven character modified to buffer sharp changes in enrolment, could continue to serve the system.

The Report, however, did not end with these conclusions. In what was to become its most controversial section, the final chapter of the Report presented "The Alternative: A Restructured System". Drawing on statements contained in the May '81 Provincial Budget concerning future levels of government spending, the Committee judged that, unless the Government were to give universities a higher priority, funding would continue to be inadequate to enable the universities to maintain quality with the present scope of activities.

While reaffirming its judgment that increased funding should be provided in order to enable the universities to serve the Province and the nation, the Committee did not shrink from recommending a scaling-down of the university system in Ontario if adequate funding were unavailable. Recognizing that both government and the universities would be tempted to muddle through, the Committee came out strongly against succumbing to such temptation. While superficially the easy route, the Committee stated that this approach would "ensure the demise of quality universities in Ontario."

In order to protect quality, if underfunding were to continue, the Committee recommended a major reorganization of the Ontario university system. Such restructuring would require legislative intervention. It might also require reducing the number of universities, changing the character of some or all of them, limiting their range of activities, and grouping them into two or more categories each with different missions. In this event, both the grants formula and the decentralized system structure would be certain casualties.

Given this grim scenario, the Committee presented its own outline of a restructured university system, one that would have a single comprehensive

university capable of offering a very broad range of high quality programmes at all degree levels, not more than four "full service" universities offering a more restricted range of programmes at all degree levels, four or five special purpose institutions, and a group of others offering undergraduate instruction in arts and science and perhaps the early years of high demand programmes such as engineering and business.

The Committee acknowledged that many good things would be lost in such a retrenchment, including some reduction in accessibility and some diminution of research effort. The Committee insisted, however, that if resources were to continue to be inadequate and nothing done, ultimately much more would be lost. The quality of the entire system, constructed so recently at so much cost, would suffer severe and unacceptable diminution.

The universities welcomed the publication of the Report, particularly its confirmation of the continuing validity of the agreed-upon objectives for the universities and its recommendation for increased public support. They urged the government to make a public commitment restating its support of these objectives and to provide the requisite level of public funding. The media and the public also welcomed the Report, in particular its presentation of the issues and its clear call to government for a statement on policy, either to agree to fund the system at a level sufficient to enable the objectives to be met or to grasp the nettle and shrink the system.

The government was not persuaded. Despite a good deal of pressure from the universities that it respond publicly to the recommendations of the Report, the government remained largely silent. A meeting with the Premier, the Minister and the Treasurer in October of 1981 failed to produce a response. So too did a meeting involving these same officials in February 1982, at which the Minister announced the global funding for 1982-83. University representatives were advised by the Premier that the government was not yet ready to respond. Faced with a difficult general economic climate and major uncertainties over future federal transfer payments in a renegotiated Established Programmes Financing package, no long-term commitments could be made. At the same time, the statement was made that while the government fully supported recommendation 1, dealing with the objectives, it did not accept recommendation 2, dealing with the level of public funding judged by the committee as necessary to meet these objectives. Further, the Premier indicated on several occasions that he would be reluctant to close any of the universities in the Province. Thus, Chapter 6, the tough option, was also rejected. It seems then that the government of the province is unwilling to increase the level of funding to universities and equally unwilling to agree to scale down the system. In short, it is prepared to muddle through.

The gap between public policy objectives for Ontario universities and the resources provided for their fulfilment has been clearly identified. It is considerable and is steadily widening as the accumulated results of a number of years of underfunding and continuing high inflation take their toll. On this the university community and the members of the Special Committee are agreed. With considerable

hesitation and much muffling for political and public relations reasons, the government appears sometimes to share this judgment. All agree that the quality of the university enterprise must be maintained, but there is sharp disagreement over whether that quality is now seriously jeopardized. Paradoxes abound. The universities continuously preach quality and argue that it is now seriously threatened as a result of inadequate levels of funding over a period of many years. Yet, in part because of the funding formula, they continue to allow enrolments to increase, thereby reducing their credibility. The government professes concern for maintaining quality while urging the universities to continue to meet the accessibility and other objectives within the constrained resources available. OCUA supports the basic position of the universities in its advice to government on global funding. Yet when that advice is rejected, it provides no alternative advice on formula revision or enrolment ceilings. Tuition fees, a possible additional alternative source of revenue, remain controlled by government at levels that represent a smaller fraction of universities' operating revenues than in the mid-sixties.

During the four-year period under review, COU's engagement in the wide sphere of government relations was not limited solely to the call for examination and scrutiny which led to the establishment of the Special Review Committee. In other important areas as well, Council's pressure has led to government action, albeit frustratingly slow at times. In 1979, at the annual meeting of executive heads and board chairmen with the Premier, the Treasurer, and the Minister of Colleges and Universities, an invitation from the Premier for policy proposals in the area of university research and its relevance to the province was answered by COU striking a Special Committee on the Provincial Support of University Research.

The Committee's Report, presented to the Premier in April 1980, proposed a new approach to research policy in Ontario. The recommendations stressed that Ontario should more consciously perceive itself as a research-based province committed to living by its wits as well as by its resources. And prior to the present impasse in federal-provincial relations as concerns university funding, and the participation and consequent visibility of the federal government in the formulation of and support for university research policy, COU called for a newly defined provincial-federal partnership in this area. The chief recommendation of the report was for the creation of an Ontario Council for Research and Productivity. Such a Council would assist in the formulation of policies to promote a more active collaboration in research among government, business, industry and the universities. It would also identify specific needs and opportunities for research and development, and recommend funding, in areas that are important for the diversification and improvement of productivity in Ontario.

The government's response to the proposal came in the context of its announcement in early 1981 of the establishment of a Board for Industrial Leadership and Development (BILD) to administer a massive industrial expansion programme. In addition to support for university research in the form of equipment grants and for the creation of high technology centres where the resources of the government, the private sector and the universities could be pooled, the BILD

programme included the creation of the IDEA Corporation (Innovation Development for Employment Advancement). Together these can be seen as the government's response to the COU proposal for a new emphasis on research and development in this province coordinated by a Council for Research and Productivity.

Development of the programme, however, has been slow. The Chairman and Board of Directors of the IDEA Corporation were announced in April and a President was announced in August 1982, but at this writing no secretariat has been established, nor any operating budget announced. On the other hand, grants have been made under the aegis of the BILD programme to Ontario universities for research equipment. Amounting in the first year ('82-'83) to a total of $8 million, they are evidence of the government's recognition of some of the pressing needs of the universities and of the province.

In another major initiative the government undertook a thorough examination of secondary education in Ontario, the Secondary Education Review Project (SERP). Council submitted a brief and subsequently a set of comments on the final report of the Project. In both, COU restated its view that minimum university admission requirements should be a grade average of 60% on six Grade 13 credits. In the area of first and second language training, Council firmly supports the proposed policy of "Language Across the Curriculum". It is also concerned that university-bound students attain proficiency in a second language prior to entering university, so that the universities can build further on this foundation and expand the bilingual capacities of Ontario's young people. In the matter of the possible compression of secondary education from five years to four, one of the major recommendations to emerge from the Project affecting universities, Council indicated that the universities find the proposal acceptable, provided that the curriculum is suitably revised so that the equivalent level of academic achievement is realized within the twelve years devoted to primary and secondary education. It was noted, however, that the elimination of Grade 13 would have serious logistical consequences for universities as a double cohort competed for admission, especially to limited enrolment programmes. Council then urges that no decision in this regard be taken without formal discussion with COU as to how the changes could best be accommodated by the universities. Council has also made known its concern for the implications of the SERP proposals for the education of teachers in the universities. Here too, ongoing consultation will be necessary.

As noted in earlier chapters, the period under review also saw an intensification of university-government relations on the federal level. The unresolved matter of Established Programmes Financing and continuing federal support for universities still hangs like a Damoclean sword over the Canadian university community. The policies of the federal government have been a cause for university concern in other areas than funding as well. This is best exemplified, from among a number of federal government papers, in a report entitled *Labour Market Development in the 1980s* (the Dodge Report). The report gives voice to the disquieting current tendency in some government quarters to view universities

primarily as institutions responsible for the training of graduates in specific disciplines, to specific levels of competence and in specific numbers, in answer to the forecast needs of the labour market. This view, which the universities have vigorously opposed, appears to have found some reflection in the 1982 federal budget statement on the involvement of the federal government in post-secondary planning. Council has voiced its criticism of the methodology employed in the Dodge report and has called attention to the poor track record of almost all bodies professing engagement in manpower planning, as well as of the narrow utilitarian role thrust on universities. This criticism has been expressed in COU statements addressed to the federal and provincial governments and in a paper prepared by a member of the research staff which has been given wide circulation.

As the pressures of financing and other governmental policies grow, there is a quite understandable tendency for each university to look more and more to its immediate needs and less at the system implications of the decisions it makes based on these needs. The consequence is growing internal pressure on the system. Consensus within the collectivity is becoming more difficult and the existing structural means of dealing with system issues through COU and OCUA is again coming under severe stress. As noted in Chapters 2 and 4, in the crucially important area of academic planning the past four years have seen a shift in power away from the universities and COU to OCUA. Whether this is the precursor of a more significant reorganization of the structure of the system remains to be seen.

Given the major uncertainties facing Ontario universities, the concluding sentences of the most recent report on COU activities, published four years ago, may aptly be repeated:

> If our institutions of higher learning are to continue to serve society they must remain dedicated to the highest academic standards in both instruction and research, and they must be seen to be so dedicated. To divert the university from these essential tasks simply to maintain the enterprise at its present size or to be concerned merely with the management of decline is insufficient. Moreover, it is bound ultimately to fail. Members of the university community, in the institutions themselves and in the agencies such as COU which act on their behalf, must make their decisions and direct their actions on this basis. Despite the many troubling uncertainties the future of our system is secure as long as those in whose care it rests remain firm in their commitment to the traditional ideals of the universities.

Since these lines were written the situation of the universities has worsened and the firmness of commitment to their traditional ideals has weakened. In the current economic and social circumstances, it will likely be more difficult to maintain that commitment.

Ontario universities now face an extremely stark vision of the future. In this starkness, however, there is clarity. The publication of the Report of the Special Review Committee has clearly delineated the dynamic tension within the triad that comprises accessibility to university study, levels of public funding and academic

quality. This publication and the responses to it over the past year have also delineated the relative strengths of another triad involving agencies with major responsibilities for addressing the relevant policy issues. These are the Ministry of Colleges and Universities (MCU) which effectively controls the level of funding for universities by means of the annual operating grants and tuition fees schedules; the Ontario Council on University Affairs (OCUA), an advisory body with a very broad mandate and little executive authority which is moving increasingly into the planning vacuum created as a result of the area being vacated by the universities and COU; and the Council of Ontario Universities (COU), a voluntary association of Ontario's publicly assisted universities which undertakes to promote the collective good of these institutions of higher learning through consensus and effective relations with OCUA and MCU. The public, with a very large stake, is hardly involved at all.

The major issues confronting Ontario universities are clear. What is urgently needed is an acceptance, especially by government, of their reality and a concerted approach by government and the universities to their resolution. In recent years the lament of the universities has been underfunding, the complaint that universities are expected to maintain the same general scale of activities, while accommodating to substantial changes within them, with effectively fewer financial resources. This lament, at first plaintive, is now increasingly passionate.

In response, it is frequently argued, again especially by government, that the universities are too pre-occupied with maintaining the status quo, too content to continue to do things in the same way, unduly inflexible and resistant to change. Such criticism is essentially unfair. Admittedly, quality instruction and quality research require much more than adequate finances. Quality cannot be maintained, however, if the necessary financing is unavailable.

This is where we now stand. The gap between the financial resources that are provided and what are needed has grown unmanageably great. That gap must be closed. If it is not, the integrity and value of the entire Ontario university enteprise is at risk. The universities will of course survive. So too will the system. The important questions are: What will its size be? What will its character be? And, most importantly, what will its quality be? The answers will depend on how squarely the funding problems, now become chronic, are faced, and how firmly they are dealt with. It is to be hoped that the continuing review of policies and priorities will result in revisions and re-affirmations based on a far-sighted view of the needs of higher education. The people of Ontario deserve no less.

Appendix A

Members of the Council of Ontario Universities and Secretariat at October 1, 1982

Members

Brock University	— A.J. Earp, President F.C. Drake, Department of History
Carleton University	— W.E. Beckel, President* R.L. Clarke, Department of Physics
University of Guelph	— D.F. Forster, President D.A. Auld, Department of Economics*
Lakehead University	— G.A. Harrower, President G.F. Engholm, Department of Political Studies
Laurentian University	— H.B.M. Best, President J.-P. Martin, Department of Geography
McMaster University	— A.A. Lee, President*, *Vice-Chairman* D.B. MacLean, Department of Chemistry
Université d'Ottawa	— R. Guindon, Rector P. Laberge, Department of Philosophy
Queen's University	— R.L. Watts, Principal* C. Chapler, Department of Physiology
Ryerson Polytechnical Institute	— B. Segal, President A. Gifford, Vice-President (Academic)
University of Toronto	— J.M. Ham, President* G.R. Williams, Division of Life Sciences
Trent University	— D. Theall, President R.C. Paehlke, Department of Political Studies
University of Waterloo	— D.T. Wright, President C.R. Bryant, Department of Geography
University of Western Ontario	— G.E. Connell, President*, *Chairman* H.A. Stevenson, Faculty of Education
Wilfrid Laurier University	— J.A. Weir, President H. Saunderson, Department of Geography*
University of Windsor	— M. Franklin, President C. Booth, Director of Part-Time Studies
York University	— H.I. Macdonald, President H. Kaplan, Dean, Faculty of Arts

* Member of the Executive Committee

Associate Members

Ontario College of Art	— P. Fleck, President D. Hall-Humpherson, Chairman, Foundation Studies
Ontario Institute for Studies in Education	— B.J. Shapiro, Director L. McLean, Department of Measurement Evaluation and Computer Applications
Royal Military College of Canada	— F.J. Norman, Commandant D. Tilley, Principal

Secretariat

E.J. Monahan, Executive Director*
G.G. Clarke, Secretary and Deputy to the Executive Director
E.E. Cummings, Assistant Secretary and Executive Assistant

Research Division
- E.K. DesRosiers, Director of Research
- J.A. McAllister, Research Associate
- L.C. Payton, Research Associate
- M.H. Pierce, Research Associate
- L.J. Selleck, Research Associate

Office of Communications
- W.J.S. Sayers, Director

Office of Health Sciences
- K. Kirker, Co-ordinator

Ontario Council on Graduate Studies
- H.H. Yates, Executive Vice-Chairman

Ontario Universities' Application Centre
- H.H. Pettipiere, Director
- G.S. Arthurs, Assistant Director

* Member of the Executive Committee

Appendix B

Constitution

Council of Ontario Universities
Conseil des Universités de l'Ontario

(This body was formed on December 3, 1962, with the original name of the "Committee of Presidents of Provincially Assisted Universities and Colleges of Ontario." A formal constitution was first adopted on December 9, 1966, under the name "Committee of Presidents of Universities of Ontario/Comité des Présidents d'Université de l'Ontario." The constitution was amended on January 18, 1968; April 26, 1968; March 13, 1970; and April 16, 1971. On the latter date, the name of the body was changed to its present one, effective May 1, 1971.)

1. Name
   (1) The name of this body shall be: "Council of Ontario Universities/Conseil des Universités de l'Ontario."

2. Objects
   (1) The objects of the Council are to promote cooperation among the provincially assisted universities of Ontario, and between them and the Government of the Province, and, generally, to work for the improvement of higher education for the people of Ontario.

3. Membership
   (1) Those eligible for membership are (a) the executive heads of provincially assisted universities in Ontario which grant university degrees (a power conferred by a legislative or parliamentary act or charter in which such authority is specifically stated) but excluding institutions whose power to grant degrees is limited to a single professional field; and (b) one colleague, elected to membership by the senior academic body of each such institution.
   (2) Colleagues elected to membership by the senior academic body of those institutions defined in article 3, section (1), part (a), shall hold office for a term of one year, renewable.
   (3) At the time of the coming into force of this amendment on May 1, 1971, members shall be the executive heads and elected colleagues of the universities as defined in article 3, section (1), part (a) . . . .
   (4) Members from other institutions which become eligible to provide members may be admitted if recommended by the Executive Committee and approved by a two-thirds majority of the members present and voting at a meeting of the Council.

4. Officers
   (1) The Council shall have a Chairman, elected from and by its members for a term of two years. He shall serve without remuneration.
   (2) The Council shall have a Vice-Chairman, elected from and by its members for a term of two years. He shall act for the Chairman in the absence of the latter. He, too, shall service without remuneration.
   (3) The Council shall have as its senior paid officer an Executive Director, appointed by the Executive Committee with the concurrence of not less than two-thirds of the members of the Council. Included in his functions shall be those of secretary and treasurer of the Council.
   (4) The Council may have other paid officers, and sub-staff, as deemed necessary by the Executive.

5. Committees
   (1) There shall be a committee called "the Executive" composed of eight members: the Chairman of the Council (who shall preside), the Vice-Chairman, the Executive Director (who shall have no vote), the immediate past Chairman (ex officio), and four others. The membership of eight shall include at least one from the University of Toronto, one from among the emergent universities and four from the intermediate sized universities. Its function is to guide the Council and, on occasion, to act for it between meetings of the Council.
   (2) There shall be a "Committee on Nominations," named by the Chairman with the approval of the Executive. It shall propose candidates for the elective offices and for membership of the Executive. It may also, from time to time, nominate members of other committees, and shall review committee membership and terms of reference as provided for by subsection (5) below.
   (3) There may be such other committees (standing and special) as are deemed necessary.
   (4) members of standing committees shall serve for terms of not more than two years. They may be reappointed. Members of a special committee normally will serve for the duration of the committee.
   (5) At least once every two years, normally after the election of officers and the naming of a new Executive, the Committee on Nominations shall review the terms of reference and membership of committees of the Council and suggest to the Executive such changes as may seem desirable.

6. Affiliates
   (1) Other organizations or associations of personnel serving in the universities of Ontario may be affiliated to the Council.
   (2) Such bodies may be established by the Council or may come into being on the initiative of others.
   (3) Normally an affiliate would have some executive power delegated to it, explicitly or implicitly, by the Council.
   (4) Affiliates shall be responsible to the Council with respect to those of their interests and functions which fall within the scope of the activities of the Council.

7. Meetings
   (1) The Council shall meet at least twice a year.
   (2) Meetings of the Council and of the Executive may be called by the Chairman. the Vice-Chairman, the Executive Director, or any three other members of the Council.
   (3) A member who is the executive head of an institution and is unable to attend a meeting of the Council may be represented at the meeting by an alternate of his choosing. A member who is an elected colleague who is unable to attend a meeting of the Council may be represented by an alternate selected by the senior academic body of the institution he represents. Alternates shall have the power to vote at the meeting.
   (4) Committees will meet as required.
   (5) A majority of the members of the Council or of a committee shall constitute a quorum for a meeting of the Council or committee concerned.

8. Finance
   (1) The fiscal year of the Council shall end June 30.
   (2) The chief source of financial support of the Council shall be subscriptions paid by the universities whose executive heads are members of the Council.
   (3) The scale of membership subscriptions shall be set by action of the Council.
   (4) The Council may receive additional financial support from other sources.

(5) The accounts of the Council shall be audited by a firm of auditors appointed by authority of the Council for terms of one year, renewable.

9. Amendment
   (1) This constitution may be amended by a two-thirds majority of members of the Council present and voting at a meeting in the notice of which the proposed amendment is specified and at which at least two-thirds of the members are present.

10. Dissolution
   (1) The Council may be dissolved by a two-thirds majority of members of the Council present and voting at a meeting in the notice of which the motion for dissolution is specified and at which at least two-thirds of the members are present.
   (2) In the event of dissolution of the Council, all assets and property of the Council shall, after payment of its just debts and obligations, be distributed to one or more charitable organizations in Canada, as may be determined by the Council.

Appendix C

Committees, Boards and Affiliates of the Council of Ontario Universities at October 1, 1982

Committees

Standing Committees

1. *Executive Committee*
   Task:
   (a) To guide the Council and, on occasion, to act for it between meetings of the Council;
   (b) to appoint the Executive Director, with the concurrence of at least two-thirds of the members of the Council;
   (c) to determine the necessity of other paid officers and sub-staff;
   (d) to approve the membership of the Committee on Nominations (which is named by the chairman);
   (e) to make any necessary changes in the terms of reference and membership of other committees;
   (f) to set up special committees as required.

   Membership:
   Eight members: The Chairman of the Council (who shall preside), the Vice-Chairman, the Executive Director (who shall have no vote), the immediate past Chairman (ex officio), and four others. The membership of eight shall include at least one from the University of Toronto, one from among the emergent universities, and four from the intermediate-sized universities.

2. *Committee on Nominations*
   Task:
   To propose candidates for elective offices and for membership of committees.

   Membership
   Three members: The Executive Director and two members named by the Chairman of the Council.

3. *Committee on Operating Grants*
   Task:
   (a) To study matters pertaining to the provincial government operating grants system and to make recommendations on these matters to the Council;
   (b) to maintain liaison with the relevant sub-committee of the Ontario Council on University Affairs;
   (c) to undertake such other related tasks as may be assigned to it by the Council.

   Membership:
   Eight members: At least one from a large university, one from a university of intermediate size, and one from a small university.

4. *Committee on Faculty and Staff Information (previously Committee on Academic Staff Information.)*
   Task:
   (a) To continue to examine information needs on faculty and to monitor the data elements contained in the Statistics Canada UCASS file;
   (b) to deal with requests for access to the UCASS data for legitimate research purposes when such requests fall outside Statistics Canada's normal accessibility rules;
   (c) to determine information needs on staff, to develop methodologies for the collection of staff data, and to monitor the collection of these data; and
   (d) to serve as an official consultative agency to COU, MCU, OCUA and individual universities on request in matters relating to faculty and staff data.

   Membership:
   Eight members.

5. *Committee on Enrolment Statistics and Projections*
   Task:
   (a) To undertake studies of the pattern of enrolment within and among Ontario institutions;
   (b) to make projections of enrolment for the Ontario university system;
   (c) to aggregate and analyze individual university projections in the light of a review of limits on capacity; and
   (d) to serve as a resource on enrolment statistics and projects for individual universities, the Council and concerned government agencies.

   Membership:
   Six members: Persons with expertise in dealing with enrolment statistics and projections.

6. *Advisory Committee on Academic Planning (a Committee of the Ontario Council on Graduate Studies)*
   Task:
   (a) To assist the discipline groups in promoting the rationalization of graduate studies within the universities;
   (b) to advise OCGS on steps to be taken to implement effective provincial planning of graduate development;
   (c) to recommend, through OCGS, to COU the carrying out of planning assessments of disciplines or discipline groups and to recommend suitable arrangements and procedures for each assessment;
   (d) to supervise the conduct of each planning assessment approved by COU;
   (e) to respond to requests by COU to have a discipline assessment conducted by proposing suitable arrangements;
   (f) to submit to COU the reports of the assessments together with any recommendations which the Committee wishes to make.

   Membership:
   At least seven members: Members of the professoriate in the Ontario universities. The members shall serve for such periods of time as OCGS may determine, and they shall be selected in such manner as may provide a reasonable balance of academic disciplines and of universities. The members of the Committee shall be appointed as individuals.

7. *Committee on Diagnostic Achievement Testing*
   Task:
   (a) To make recommendations to the Ministry of Colleges and Universities on funding for development of tests, based on a review of the quality of proposals and the establishment of priorities when necessary;
   (b) to encourage cooperation among the universities in the development and use of diagnostic tests;
   (c) to monitor testing development on an on-going basis and report to COU and MCU thereon; and
   (d) to recommend to COU and MCU on any desirable modifications in the conditions for approval of projects in the light of experience.

   Membership:
   Five members: To include persons knowledgeable in testing, specialists in learning skill development, individuals responsible for academic programme policy, persons with an overview of the demands of university study, and at least one representative from the secondary schools.

Special Committees (active)

1. *Special Committee on Macro-Indicators*
   Task:
   To receive and review the output of the Tripartite Committee on Macro-Indicators and to advise COU generally on Macro-Indicators.

   Membership:
   Seven members.

2. *Special Committee on Disabled Persons*
   Task:
   (a) Assessment of current services and physical facilities in the universities of Ontario to meet the special needs of the handicapped;
   (b) identification of the need for alteration in the physical plants of the universities and for special facilities, having due regard for the costs and effectiveness of these measures, together with an assessment of priorities;
   (c) estimation of costs, both capital and operating, of economically providing effective education and support services for the handicapped within the Ontario university system;
   (d) examination of the feasibility of providing specialized facilities in some universities for the education of particular groups of handicapped students;
   (e) review of the need for adaption of the Ontario Student Assistance Program and other funding programmes to meet the needs of handicapped individuals;
   (f) formulation of a provincial plan for the handicapped in Ontario universities in the light of the foregoing considerations.

   Membership:
   A member of Council (Chairman), a nominee from the Committee on Student Affairs, a nominee from the Association of Physical Plant and Planning Administrators, one or two individuals experienced in dealing with the educational, emotional and physical needs of handicapped university students, a rehabilitation therapist, a handicapped student, and a nominee of a provincial organization for the handicapped.

3. *Special Committee on BILD Administrative Procedures*
Task:
(a) To review the administrative procedures employed in the first year of the BILD Research Equipment Grant programme;
(b) to review the administrative procedures employed in the first year of the BILD Matching (Contract) Research Grant Programme;
(c) to make recommendations on ways in which the administration of these programmes could improve the effectiveness of these programmes and facilitate a smooth working relationship among government, the universities, and researchers;
(d) to report to COU by 31 October 1982.

Membership:
Six members.

4. *Special Committee on Secondary School Liaison*
Task:
(a) To review the objectives of cooperative secondary school liaison by the Ontario universities in the light of current circumstances;
(b) to review the organization and management of the cooperative secondary school liaison programmes;
(c) to review the budget and source of income for the cooperative liaison activities;
(d) to report to COU with recommendations in the above areas by 31 October 1982.

Membership:
Nine members, including representation from Council, university registrarial, admissions and information functions, the Ontario Universities' Application Centre, the Ontario Secondary School Headmasters' Council and the Ontario Secondary School Counsellors' Association.

5. *Special Committee on the Feasibility of an Ontario Universities Records Centre*
Task:
(a) To consider the desirability of establishing an Ontario Universities Records Centre for low cost centralized storage of university records;
(b) to provide a feasibility assessment, including estimation of capital and operating costs of such a centre;
(c) to consider the relationship of this idea to the notion of centralized depository library facilities;
(d) to report to COU by 31 October 1982.

Membership:
Five members, including a chief librarian, archivist, finance officer and physical plant officer.

6. *Special Committee on the Corporate Sponsorship of Intercollegiate Athletics*
Task:
(a) To propose guidelines for negotiating the corporate sponsorship of intercollegiate athletics; and
(b) to report back to Council.

Membership:
Representatives of COU and the Ontario Universities Athletic Association.

Special Committees (established and concluded during the past four years)

1. *Special Committee on the Provincial Support of University Research*
   Task:
   To draft for Council a brief on the provincial support of university research, for submission to OCUA and the Ontario government. The brief is to:
   (a) Present an effective picture of the present contribution of the Ontario universities to the Province's goals through relevant research and development, and cooperation with business, industry, and government;
   (b) identify opportunities for the expansion of relevant research and development; and
   (c) make policy proposals for improved provincial support in this area, and for improved coordination of federal and provincial policies.

   Membership:
   Four representatives each of COU and the Committee on Long-Range Planning.

2. *Special Committee to Review Graduate Planning*
   Task:
   (a) To review the current stated OCUA objectives for graduate planning in the Ontario university system in the light of circumstances during the first quinquennium and anticipated circumstances thereafter;
   (b) to review the current and projected rate of progress in graduate planning during the first quinquennium; and
   (c) to recommend modifications in the objectives and mechanism for developing and implementing graduate planning policies.

   Membership:
   Six representatives of COU, and three representatives of OCGS.

3. *Special Committee on the Future Role of Universities in Ontario*
   Task:
   To draft Council's response to the Preliminary Report of the Committee on the Future Role of Universities in Ontario, "The Challenge of the '80s."

   Membership:
   Six representatives of COU.

4. *Special Committee to Evaluate the Office of Teaching and Learning*
   Task:
   (a) To complete an evaluation of the programme of the Office of Teaching and Learning in order to decide on its future; and
   (b) to report back to Council.

   Membership:
   Four representatives of COU.

5. *Special Committee on Graduate Sectoral Planning*
   Task:
   (a) To consider specific proposals on sectoral definition in doctoral studies and criteria for determining strength in sectors;
   (b) to meet with OCUA to explore the issue; and
   (c) to report back to Council.

   Membership:
   Six representatives of COU and OCGS.

6. *Special Task Force on University Athletics*
   Task:
   (a) To examine and recommend on what position the Ontario universities should appropriately adopt with respect to the current Canadian Intercollegiate Athletic Union (CIAU) policy on intercollegiate athletic awards;
   (b) to examine the current policies and practices of Ontario universities with respect to payments for student athletes, including free room and board and other direct subsidies, and to recommend with respect to these in the light of relevant OUAA and OWIAA regulations; and
   (c) to report back to Council.

   Membership:
   Three executive heads and three members of the university community with relevant experience.

Special Joint Committees (active)

1. *Tripartite Committee on Interprovincial Comparisons*
   Task:
   To obtain reliable information on the levels of support provided for university education in the various provinces.

   Membership:
   Three members: One member from COU, one from OCUA and one from MCU.

2. *COU/OCUFA Joint Working Party on Pension Portability*
   Task:
   (a) To review the current state of portability of retirement plans for faculty in Ontario universities:
   (b) to examine the implications of establishing universal portability within Ontario of retirement plans for faculty. (It is understood that this examination will be undertaken in consultation with the Canadian Life Insurance Association);
   (c) to recommend to Ontario universities through COU and OCUFA ways and means of extending portability of retirement plans for faculty within Ontario, and a timetable for so doing.

   Membership:
   Four members: Two representatives each from OCUFA and COU.

3. *Joint Steering Committee to Review Library Cooperation*
   Task:
   (a) To review and evaluate the history, development, and present state of library cooperation among the Ontario universities, including that of a regional nature, against the background of the guidelines established by COU and CUA in 1968:
      i) that each university library would be essentially self-sufficient in the provision of library services for undergraduate use;
      ii) that the university libraries would be effectively interdependent in the provision of service for research and graduate use;
      iii) that there would be appropriate coordination and centralization of technical processes, automation being introduced when appropriate.

(b) to compare the Ontario experience with successes and failures in other comparable jurisdictions;
(c) to consider the relationship of the Ontario university library system to the developing national library system;
(d) to recommend guidelines for library cooperation in the 1980s in the light of the anticipated evolution of the university system;
(e) to make recommendations on cost-beneficial practical cooperative initiatives for the Ontario university libraries, including organization and governance of cooperative projects.

Membership:
Two representatives each from the Ontario Council of University Libraries and the COU Board for Library Coordination, and one representative from COU (Chairman).

Special Joint Committees (established and concluded during the past four years)

1. *Special Committee on French Studies*
Task:
(a) To draft a position paper on the opportunities for English-speaking students in Ontario universities to acquire fluency in the French language and an appreciation of the francophone heritage; and
(b) to report back to Council.

Membership:
Eight members.

2. *Tripartite Committee on Property Tax Reform*
Task:
To study the effects on the universities of proposed changes to the property tax laws; specifically to draw up a comprehensive list of universities' property affected and a categorization of the property to enable the institutions to take advantage of whatever relief may be provided.

Membership:
Three members: One representative each from MCU, OCUA and COU.

3. *COU/OCUFA Joint Working Party on Income Tax*
Task:
(a) To examine the current practices of Revenue Canada regarding claims of university faculty for deductions from personal income tax for expenses, in particular those connected with sabbatical leave and research grants;
(b) to examine the current practices of Ontario universities with respect to these same matters;
(c) to recommend to Ontario universities through COU and OCUFA means of enabling faculty to receive maximum benefit from current income tax legislation.

Membership:
Four members: Two representatives each from OCUFA and COU.

Boards of Cooperative Projects

1. *Board for Library Coordination*
   Task:
   (a) To recommend policy concerning the work of the Office of Library Coordination to the Council;
   (b) to recommend to the Council budgets for the carrying out of the work of the Office;
   (c) to review and evaluate the progress of the work of the Director of the Office;
   (d) to consult regularly with the Ontario Council of University Libraries (and from time to time with such other bodies as may appear to the Board to be helpful) on coordination and cooperation in the development of university library services.

   Membership:
   Eight to ten members: Two or three chief librarians who are members of the Ontario Council of University Libraries; two or three deans of graduate studies from the Ontario Council on Graduate Studies; four members of the professoriate of Ontario universities; the Executive Director of COU (ex officio).

2. *Board of Management - Application Centre*
   Task:
   (a) To recommend to COU policy concerning the scope of services to be offered by the Ontario Universities' Application Centre;
   (b) to recommend to COU the annual budget of revenue and expenditure for the Application Centre;
   (c) to review and evaluate the operation of the Application Centre and report thereon to COU annually;
   (d) to approve proposals from the Director on major changes in the internal operation of the Application Centre, and to advise the Director on any other matters which he wishes to bring forward;
   (e) to consult regularly with the Ontario Universities' Council on Admissions concerning the services required by this Council for undergraduate applications;
   (f) to consult regularly with the Council of Ontario Faculties of Medicine concerning the services required by this Council for medical applications;
   (g) to consult regularly with the Association of Deans of Education in Ontario Universities concerning the services required by this Association for teacher education applications;
   (h) to consult as required with representatives of the secondary schools, appropriate government departments, and other agencies which have an interest in the work of the centre.

   Membership:
   Nine members: The membership shall reflect a reasonable balance of the interests of various user groups, and nominations shall be solicited appropriately by COU. The Executive Director of COU shall be a member (ex officio).

Affiliates

1. Ontario Universities' Council on Admissions
2. Ontario Council on Graduate Studies
3. Ontario Council of University Libraries
4. Council of Ontario Faculties of Medicine
5. Committee of Ontario Deans of Engineering
6. Ontario Council for University Continuing Education
7. Ontario University Registrars' Association
8. Ontario Council of Library Schools
9. Committee of Deans of Ontario Faculties of Law
10. Committee of Finance Officers - Universities of Ontario
11. Council of Deans of Arts and Science of the Ontario Universities
12. Ontario Council of Directors of University Schools of Physical Education
13. Ontario Council of University Health Sciences
14. Ontario Committee on Student Affairs
15. Association of Deans of Education in Ontario Universities
16. Ontario Association of Schools and Departments of Architecture
17. Association of Computer Services Directors
18. Committee of Deans and Directors of Ontario Schools of Social Work
19. Committee of Ontario University Music Administrators
20. Operations Planning and Analysis Group
21. Committee of Information Directors
22. Liaison Committee for Health Sciences
23. Committee for Liaison with the Ontario Educational Services Corporation.

Appendix D

Financial Statements

The following tables are condensed summaries of information contained in annual financial statements of C.O.U. Holdings Limited, the company incorporated to manage the business affairs of the Council of Ontario Universities.

C.O.U. Holdings Limited
General Operations
Summary of Income and Expenditures
for the Fiscal Years 1978-79, 1979-80, 1980-81

	1978-79	1979-80	1980-81
INCOME			
University membership subscriptions	$ 849,757	$ 891,395	$ 962,331
Sundry income	41,800	88,676	74,908
Total income	891,557	980,071	1,037,239
EXPENDITURES			
Administration and research	469,297	545,290	590,614
Office of Library Coordination	47,746	29,940	
Interuniversity Transit System	132,593	157,797	176,814
Ontario Council on Graduate Studies	116,583	174,619	125,411
Office of Communications	8,840	76,688	94,285
Office of Teaching and Learning			74,741
Special projects	31,405	36,807	
Total expenditures	806,464	1,021,141	1,061,865
Excess (deficiency) of income over expenditures	85,093	(41,070)	(24,626)
Surplus at beginning of year	165,468	250,561	209,491
Surplus at end of year	$ 250,561	$ 209,491	$ 184,865

Note: The statement for the year 1981-82 was not available at the time of publication.

C.O.U. Holdings Limited - Self-Supporting Activities
Summary of Income and Expenditures for the Fiscal Years 1978-79, 1979-80, 1980-81

	1978-79			1979-80			1980-81			
	Surplus (deficit) beginning of year	Income	Expenditures	Surplus (deficit) end of year	Income	Expenditures	Surplus (deficit) end of year	Income	Expenditures	Surplus (deficit) end of year
Office of Computer Coordination Network	$ (3.352)	$ 3.352	$ —	$ —	$ —	$ —	$ —	$ —	$ —	$ —
Cooperative Library Interest Group	1.183	—	1.183	—	—	—	—	—	—	—
Office of Library Coordination										
Ethnic Newspapers	5.271	—	—	5.271	—	—	5.271	—	5.271	—
UNICAT/TELECAT (Union Catalogue Project)	60.903	1.455.283	1.402.494	113.692	1.427.940	1.494.589	47.043	16.229	53.272	10.000
Interuniversity Borrowing Project	(869)	1.859	1.216	(226)	2	3	(227)	227	—	—
CODOC (Cooperative Documents Project)	(11.792)	112.744	101.421	(469)	27.583	23.028	4.086	515	4.601	—
CUSS (Cooperative Union Serials System)	(432)	826	—	394	26	—	420	—	420	—
MAP Project (Atlases Union List)	(1.074)	2.174	1.230	(130)	780	—	650	—	650	—
MEDICAT (Medical Catalogue Project)	2.049	55.151	57.200	—	41.059	33.697	7.362	—	7.362	—
Ontario Universities' Application Centre										
Undergraduate Application Service	163.388	516.475	514.494	165.369	571.095	555.240	181.224	638.396	688.456	131.164
Medical Schools Application Service	14.119	115.548	112.548	17.119	112.380	110.899	18.600	124.041	113.536	29.105
Program for Instructional Development	79.493	323.578	369.202	33.869	200.457	234.326	—	—	—	—
Canadian Association of Graduate Schools	(265)	7.517	7.286	(34)	6.215	4.917	1.264	6.521	6.402	1.383
Appraisals Committee	(24.946)	69.828	58.050	(13.168)	140.850	120.100	7.582	93.300	102.297	(1.415)
Health Sciences Office	(423)	8.000	9.188	(1.611)	9.700	15.800	(7.711)	43.000	27.723	7.566
Chalke Task Force	—	—	—	—	—	—	—	10.000	7.979	2.021
Accounting Principles	79	2.052	54	2.077	—	1.747	330	232	562	—
Queen Elizabeth II Scholarships	—	—	286	(286)	647	361	—	387	387	—
Achievement testing	—	—	—	—	5.000	—	5.000	22.147	31.122	(3.975)
Office of Teaching and Learning										
Sweden/Canada Workshops	—	—	—	—	—	—	—	35.945	26.804	9.141
Special Projects	—	—	—	—	—	—	—	7.207	—	7.207
	$283.332	$2.674.387	$2.635.852	$321.867	$2.543.734	$2.594.707	$270.894	$998.147	$1.076.844	$192.197

Appendix E

Publications of the Council of Ontario Universities and its Affiliates

Listed here are all publications released since the last *Review*, except for annual series and those which have been superseded, and a selection of publications from earlier years deemed to be still of general interest.

Number	*Title*	*Price*
	Previous Reviews	
67-1	System Emerging: First Annual Review (1967) 59 pp.	Gratis
68-1	Collective Autonomy: Second Annual Review (1968) 65 pp.	Gratis
69-1	Campus and Forum: Third Annual Review (1969) 78 pp.	Gratis
70-5	Variations on a Theme: Fourth Annual Review (1970) 77 pp.	Gratis
71-15	Participatory Planning: Fifth Annual Review (1971) 90 pp.	Gratis
72-18	Stimulus and Response: Sixth Annual Review (1972) 80 pp.	Gratis
76-1	New Structure, New Environment: Review 1972-73 to 1974-75 (1976) 78 pp.	Gratis
78-17	An Uncertain Future: Review 1975-76 to 1977-78 (1978) 59 pp.	Gratis
	Other Publications	
62-1	Post-Secondary Education in Ontario, 1962-70 (1962) 44 pp.	$ 1.00
63-1	The Structure of Post-Secondary Education in Ontario (1963) 30 pp.	$ 1.50
66-1	From the Sixties to the Seventies: An Appraisal of Higher Education in Ontario (1966) 101 pp.	$ 2.00
70-4	Ring of Iron: A Study of Engineering Education in Ontario (1970) 154 pp.	$ 2.00
70-19	Television and Technology in University Teaching (1970) 84 pp.	Gratis
71-7	Financing University Programs in Education (1971) 76 pp.	Gratis
71-9P	Towards 2000 (published by McClelland and Stewart) (1971) 176 pp.	$ 2.95
71-10	Accessibility and Student Aid (1971) 150 pp.	$ 2.50
71-13	Statement by the Council of Ontario Universities and Responses by Committee of Ontario Deans of Engineering, Ontario Council on Graduate Studies, Association of Professional Engineers of Ontario to *Ring of Iron: A Study of Engineering Education in Ontario* (1971) 98 pp.	$ 1.00
72-7	Responses to the *Draft Report of the Commission on Post-Secondary Education in Ontario* (1972) 45 pp.	Gratis
72-8	"The Ten O'Clock Scholar?" What a Professor Does for his Pay (1972) 14 pp.	Gratis

Number	*Title*	*Price*
72-9	Building Blocks: Background Studies on the Development of a Capital Formula for Ontario Vol. 1: Report of the Task Force - Space and Utilization (1972) 186 pp.	$ 6.00
72-10	Building Blocks: Vol. III: Report of the Task Force - Space for Health Sciences (1972) 72 pp.	$ 3.00
72-11	Building Blocks: Vol II: Report of the Task Force - Space for Education (1972) 48 pp.	$ 2.00
72-12	Building Blocks: Vol. IV: Report of the Task force - Building Costs (1972) 86 pp.	$ 3.00
73-1	Perspectives and Plans for Graduate Studies: Vol. 1. Library Science 1972 (1973) 169 pp.	$ 5.00
73-4	Response to the Report of the Commission on Post-Secondary Education in Ontario (1973) 28 pp.	Gratis
74-1	Building Blocks: Vol. V: Report of the Task Force - Building Life Costs (1974) 144 pp.	$ 5.00
74-2	Perspectives and Plans for Graduate Studies: Vol. 2. Education 1973 (1974) 179 pp.	$ 5.00
74-3	Perspectives and Plans for Graduate Studies: Vol. 3. Economics 1973 (1974) 197 pp.	$ 5.00
74-4	Perspectives and Plans for Graduate Studies: Vol. 4. Geography 1973 (1974) 131 pp.	$ 5.00
74-5	Perspectives and Plans for Graduate Studies: Vol. 5. Chemistry 1973 (1974) 168 pp.	$ 5.00
74-6	Perspectives and Plans for Graduate Studies: Vol. 6. Solid Earth Science 1973 (1974) 161 pp.	$ 5.00
74-8	Perspectives and Plans for Graduate Studies: Vol. 7. Sociology 1973 (1974) 215 pp.	$ 5.00
74-9	The Ontario Operating Grants Formula: A Statement of Principles to the Ontario Council on University Affairs (1974) 51 pp.	Gratis
74-10	Perspectives and Plans for Graduate Studies: Vol. 8. Anthropology 1974 (1974) 71 pp.	$ 3.00
74-11	Perspectives and Plans for Graduate Studies: Vol. 9. Political Science 1974 (1974) 269 pp.	$ 5.00
74-12	Perspectives and Plans for Graduate Studies: Vol. 10. Physical Education, Kinesiology, and Related Areas 1974 (1974) 160 pp.	$ 5.00
74-13	Perspectives and Plans for Graduate Studies: Vol. 11A Chemical Engineering 1974 (1974) 221 pp.	$ 5.00
74-14	Perspectives and Plans for Graduate Studies: Vol. 11B. Electrical Engineering 1974 (1974) 259 pp.	$ 5.00
74-15	Perspectives and Plans for Graduate Studies: Vol. 11C Metallurgical and Materials Engineering 1974 (1974) 213 pp.	$ 5.00

Number	Title	Price
74-16	Ontario Universities' Application Centre: The first Three Years 1971-74 (1974) 47 pp.	Gratis
74-21	Perspectives and Plans for Graduate Studies: Vol. 11D. Mechanical Engineering 1974 (1974) 133 pp.	$ 5.00
74-22	Perspectives and Plans for Graduate Studies: Vol. 11E Industrial Engineering and Systems Design 1974 (1974) 152 pp.	$ 5.00
74-23	Perspectives and Plans for Graduate Studies: Vol 12. Religious Studies 1974 (1974) 106 pp.	$ 5.00
74-24	Perspectives and Plans for Graduate Studies: Vol. 13. Planning and Environmental Studies 1974 (1974) 144 pp.	$ 5.00
75-1	Perspectives and Plans for Graduate Studies: Vol. 14. Physics and Astronomy 1974 (1975) 224 pp.	$ 5.00
75-2	Perspectives and Plans for Graduate Studies: Vol. 15. History 1974 (1975) 208 pp.	$ 5.00
75-5	Perspectives and Plans for Graduate Studies: Vol. 16. Biophysics 1974 (1975) 47 pp.	$ 3.00
75-10	Teaching and Learning: An Evaluation of the Ontario Universities Program for Instructional Development (1975) 89 pp.	$ 3.50
75-11	Perspectives and Plans for Graduate Studies: Vol. 11F. Civil Engineering 1974/75 (1975) 304 pp.	$ 8.00
75-13	UNICAT/TELECAT: A Report of the Cooperative Use of a Computer-Based Cataloguing Support System (1975) 202 pp.	$10.00
76-4	Report from the Special Committee to Assess University Policies and Plans (1976) 31 pp.	Gratis
76-5	Brief to the Canadian and Ontario Governments on the Financing of Higher Education in Canada (1976) 24 pp.	Gratis
76-9	Approach to the Eighties: Demand/Quality/Resources. Brief to OCUA (1976) 59 pp.	Gratis
76-10	Statement on the Principles which should govern the setting of Tuition Fees (1976) 12 pp.	Gratis
76-13	Academic Career Planning: The Ivory Tower and the Crystal Ball. Report of the Joint COU/OCUFA Committee on the Study of Academic Career Development in Ontario Universities (1976) 42 pp.	$ 3.00
76-14	Perspectives and Plans for Graduate Studies: Vol. 17. Administration, Business and Management Science 1974 (1976) 143 pp.	$ 5.00
76-15	Commoditie, Firmenes and Delight: A Study of Architectural Education in Ontario (1976) 352 pp.	$10.00
76-18	Perspectives and Plans for Graduate Studies: Vol. 18. Fine Arts 1974-76 (1976) 204 pp.	$ 5.00

Number	*Title*	*Price*
77-1	Foundation for an Uncertain Future: The Operating Base. Brief to OCUA (1977) 54 pp.	Gratis
77-2	Foundation for an Uncertain Future: The Capital Base. Brief to OCUA (1977) 22 pp.	Gratis
77-3	Tuition Fees for Foreign Students. Brief to OCUA (1977) 7 pp.	Gratis
77-4	Graduate Planning in Ontario Universities: Objectives - Funding - Monitoring. Brief to OCUA (1977) 27 pp	Gratis
77-5	Constructive Partnership: A University Perspective. The Report from the Special Committee on the Interface Study (1977) 60 pp.	Gratis
77-6	Perspectives and Plans for Graduate Studies: Vol. 19. Mathematical Sciences 1975 (1977) 196 pp.	$ 5.00
77-8	Guide to Accounting Principles, Practices and Standards of Disclosure for Colleges and Universities of Ontario (1977) 41 pp. (Supplements and revisions are published periodically)	$20.00 ($10.00 for subsequent annual subscription)
78-1	The Price of Restraint. Brief to OCUA (1978) 61 pp.	Gratis
78-2	Realignment of Priorities for Teacher Education: A Status Report on the Ontario Faculties of Education (1978) 57 pp.	Gratis
78-3	Ontario University Non-Salary Price Index (1978) 20 pp.	$ 3.00
78-4	Applications to Ontario Law Schools 1973 and 1974. Report of a Study of Ontario Law Schools Admissions Policies and Practices (1978) 47 pp.	$ 3.00
78-6	Graduate Planning in Ontario Universities. Brief to OCUA (1978) 36 pp.	Gratis
78-9	Report of a Study of Ontario Medical School Admissions Policies and Practices, 1975 (1978) 67 pp.	$ 3.00
78-12	Building Blocks: Vol. VI: Report of the Subcommittee - Revisions to Building Blocks (1978) 122 pp.	$ 5.00
78-16	An Approach to the Funding of Continuing Education for Teachers. A Supplement to: *Realignment of Priorities for Teacher Education* (1978) 17 pp.	Gratis
79-2	Who Pays the Price? Brief to OCUA (1979) 62 pp.	Gratis
79-3	Graduate Student Incomes in Ontario, 1977-78 (1979) 30 pp.	Gratis
79-4	Citizenship of Students and Faculty in Canadian Universities: A Statistical Report. (1979) 131 pp.	Gratis
79-5	Council of Ontario Universities, Experimental Achievement Testing Programme, Summary Report. (1979) 137 pp.	$ 7.50

Number	Title	Price
79-9	Perspectives and Plans for Graduate Studies: Vol. 20. Psychology 1977. (1979) 200 pp.	$10.00
80-2	Changing Public Priorities: Universities and the Future of Ontario. Brief to OCUA (1980) 69 pp.	Gratis
81-1	A Future of Lost Opportunities? Brief to OCUA (1981) 68 pp.	Gratis
81-2	Operating Fund Net Change in Appropriated Reserves and Unappropriated Funds for the Fiscal Year ended April 30, 1980. (Addendum to 80-4) (1981) 51 pp.	$ 2.00
81-4	Graduate Student Incomes in Ontario, 1979-80. (1981) 34 pp. (published annually from 1972-73)	Gratis
81-5	Universities and the Future of Ontario: A Foundation on Which to Build (1981). 48 pp.	Gratis
81-7	Inventory of Physical Facilities. (1981) 84 pp.	Gratis
81-8	Survey on Diagnostic Achievement Testing: Report of Findings. (1981) 32 pp.	Gratis
81-9	Total Revenue and Expenses for Provincially Assisted Universities of Ontario for the Fiscal Year ended April 30, 1981. (4 volumes) (1981) (published annually from 1970-71)	$20.00
81-10	Ontario University Benefits Survey: Part I (All Benefits excluding Pensions) (1981) 51 pp. (published annually from 1978-79)	$ 3.00
81-11	Ontario University Benefits Survey: part II (Pensions) (1981) 46 pp. (published annually from 1978-79)	$ 3.00
82-1	Federal Provincial Relations and Support for Universities. (1982) 83 pp.	$ 2.50 for more than 5 copies
82-2	A Brief in Response to the Report of the Secondary Education Review Project (1982) 22 pp.	Gratis
82-3	Once More, With Feeling. Brief to OCUA (1982) 58 pp.	Gratis
82-4	UNICAT/TELECAT: A Final Report (1982)	$ 5.00
82-5	Application Statistics 1981 (1982) 22 pp. (published annually from 1973)	Gratis
82-6	Ontario Universities Statistical Compendium 1970-71 to 1980-81. (1982) Part A 60 pp.	$ 4.00
82-7	Ontario Universities Statistical Compendium 1970-71 to 1980-81. (1982) Part B 9 pp.	$ 1.00
82-8	Report of the Task Force on Medical Manpower. (1982) 94 pp.	$ 5.00

Reports and Papers Prepared by Members of COU Staff, Committees and Affiliates

Date	*Title*	*Price*
January, 1979	Public Image Report	Gratis
January, 1980	The University Graduate and the Marketplace by L. Sellek.	$ 2.00
June, 1980	Special Committee to Review Graduate Planning. Discussion Paper.	$ 3.25
Fall, 1980	Equality of Access to Ontario Universities by L. Selleck.	$ 2.00
June, 1981	Critique of *Job Market Reality for Postsecondary Graduates* (by W. Clark and Z. Zsigmond) by L. Selleck.	Gratis
May, 1982	Research papers prepared in connection with the Report of the Task Force on Medical Manpower, Publ. No. 82-8	
	Planning or Simply Supply Projections? A Critical Review of Physician Manpower Forecasting in Canada.	$ 3.00
	Estimates of the Potential Impact of Nurse Practitioners on Future Requirements for General Practitioners.	$ 2.00
	Physician Manpower Under Competing Health Plans: Where We Could Be, Where We Are and Issues in Getting From Here to There.	$ 3.00
June, 1982	Manpower Planning and Higher Education Policy by L. Selleck.	Gratis